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ABSTRACT

This hearing is the first of two to consider whether the priority setting, the guidelines, and the competitive process for the funding of 12 proposed research and development centers (which constitute nearly 80% of the budget of the Office of Educational Research and Improvement (OERI) for center-based research) will be adequate to establish a long-term, productive research and development agenda for education and promote national educational equity. In addition to an opening statement by Major R. Owens (Represtnative from New York and chairman of the subcommittee), this report presents a series of letters from various colleges and universities received by the committee and by OERI in response to the notice on proposed centers in the Federal Register, together with testimony and prepared statements from seven witnesses: (1) James Keefe, Director, Government Relations, National Association of Secondary School Principals; (2) Edward Keller, Executive Director, National Association of Elementary School Principals; (3) Arnold Webb, Senior Researcher-Director, Cooperative School Improvement, Research for Better Schools, testifying for the Council for Educational Development and Research; (4) Ramon Santiago, Professor, Department of Linguistics, Georgetown University; (5) Richard Wallace, Superintendent, Pittsburgh Public Schools; (6) David Imig, Executive Director, American Association of Colleges for Teacher Education; and (7) Arthur E. Wise, Director, Center for the Study of Teaching, the Rand Corporation. Also included are prepared statements from the National School Boards Association and Daniele Ghiolfi Rodamar, Assistant Professor, Department of Language and Foreign Studies, American University. (BBM)

ED314041

OVERSIGHT HEARING ON THE OFFICE OF EDUCATIONAL RESEARCH AND IMPROVEMENT (OERI)

HEARING

BEFORE THE

SUBCOMMITTEE ON SELECT EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC, OCTOBER 26, 1989

Serial No. 101-59

Printed for the use of the Committee on Education and Labor

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
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OVERSIGHT HEARING ON THE OFFICE OF EDUCATIONAL RESEARCH AND IMPROVEMENT (OERI)

THURSDAY, OCTOBER 26, 1989

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON SELECT EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The committee met, pursuant to notice, at 10:05 a.m., in Room 2257, Rayburn House Office Building, Hon. Major Owens [Chairman] presiding.

Members present: Representatives Owens, Martinez, Payne, Bartlett, Ballenger, Smith, and Williams.

Staff present: Maria Cuprill, Wanser Green, Laurence Peters, Sally Lovejoy, and Ricardo Martinez.

Chairman OWENS. The hearing of the Subcommittee on Select Education will come to order. The question for today's hearing is whether the priority setting, the guidelines, the competitive process for the funding of 12 proposed research and development centers, constituting nearly 80 percent of OERI's budget for center-based research, provide an adequate response to the post-Charlottesville reality.

The extent of the problems we face in education is dramatic, and they demand that we turn into reality the Bush summit communique's bold language: "The time for rhetoric is past; the time for performance is now." The closing summit statement acknowledges that federally-sponsored research, development, and dissemination can help provide the fuel for the "educational perestroika" the Nation needs.

There is a clear and present danger that the research and development agenda for education in America is again being trivialized by a process that is far too petty for the important task at hand. We see evidence again of an academic and partisan incest that will rob the Nation's decision-makers of a vital research and development system needed to reform and transform the policies, practices and outcomes of the education effort across the Nation.

The OERI has launched an effort guided by sincere tunnel vision at best and Republican Party electoral strategy at worst. In addition to being short-sighted and conventional, this funding process is laced with a cyanide of partisan slogans selling the concept of "choice," a bright idea with no scientific validation.

This rush to embrace one party's packaging for an education program threatens all legitimate efforts to establish a productive Fed-

eral research and development effort. None of the taxpayers' dollars should be spent on research where the results are dictated or insinuated in advance.

Priority setting for research must be as objective and as far above suspicion as possible. A non-partisan or bi-partisan effort is an absolute necessity in this area if we are to gain a more realistic level of appropriations for this critical function. These guidelines and this process for the funding of research centers are not details which should be left to staff. This hearing is not an attempt to micromanage for the executive branch of government.

On the contrary, if we fail to establish a reputation for integrity and credibility in this process now; if we fail to set a new precedent, all future hopes for a positive revamping and expansion of the research and development system will be threatened. At the Charlottesville summit, the President and the governors, in their joint statement, opened a door of opportunity, and I quote from the joint statement at Charlottesville:

"The Federal Government's financial role: state and local governments provide more than 90 percent of education funding. They should continue to bear that lion's share of the load. The Federal financial role is limited and has even declined, but it is still important.

"That role is: to promote national education equity by helping our poor children get off to a good start in school, giving disadvantaged and handicapped children extra help to assist them in their school years, ensuring accessability to a college education, and preparing the work force for jobs; and second, to provide research and development for programs that work, good information on the real performance of students, schools, and states, and assistance in replicating successful state and local initiatives all across the United States."

If either OERI or the Congress is timid or partisan-minded in approaching this door of opportunity, the door will probably close and not reopen for a long time.

In little over a decade, American schools and colleges will be entering the 21st century, ill-equipped to take on the challenges of global economic competition. If present trends continue, many students of the next century will continue at risk for educational failure. Over 50 percent of the students in the inner cities will drop out. Many more will be inadequately prepared for entrance into a more highly-skilled job market.

Federally-sponsored research and development must provide the foundation for more effective educational environments for our young people. Yet, our commitment to this kind of research has been wavering and uncertain. More than a year ago, the General Accounting Office submitted to the subcommittee a report documenting the dramatic decline in the Federal investment and federally-sponsored educational research and development.

As a consequence, the subcommittee launched a series of hearings centered on causes of this decline, culminating in the publication of the subcommittee's "Preliminary Staff Report on Educational Research, Development, and Dissemination: Reclaiming a Vision of the Federal Role for the 1990's and Beyond." I think we have copies of that report here today.

While it is not an official report of the Education and Labor Committee and the staff of OERI had no reason to necessarily consider it as an official document, the series of hearings on which it was based was available. The record of hearings was available for the OERI staff to consider. Yet, there is no indication of any consideration of the record established by those hearings in the promulgation of the guidelines that are now before us.

Experience has shown that Congress will fund research and development for health, for space exploration, and the military because these enterprises are perceived by Congress to be serious, scientifically-based, and long-term. We must determine if the proposed center missions are adequate to promote a long-term agenda for the Nation's education or are we just reshuffling the cards. Of even greater importance is the question of how these centers that are up for funding or refunding now fit into an overall master plan or an overall system for research and development.

Today's hearing is the first of two hearings that will be conducted. Many of the items raised in my opening statement will be discussed more fully at the next hearing where the administration's witnesses will be available.

I yield to Mr. Bartlett for an opening statement.

Mr. BARTLETT. I thank the chairman. I would first ask unanimous consent to enter into the record at this point a series of letters which I've received from various colleges and universities and which have been received by this committee and by OERI that have commented on the *Federal Register* notice. It seems to me these letters would be useful in our hearing record.

I would ask unanimous consent that they may be made part of the hearing record today.

Chairman OWENS. Without objection, so ordered.

[The material to be supplied follows:]

THE UNIVERSITY OF ILLINOIS AT CHICAGO

Department of English (M/C 162)
College of Liberal Arts and Sciences
Box 4348, Chicago, Illinois 60680
(312) 413-2200

October 11, 1989

Milton Goldberg, Director
Office of Research, OERI
United States Department of Education
Washington, D.C. 20208-5573

Dear Milt,

I was pleased to receive the copy of the Federal Register Notice regarding prospective centers. It's quite clear that you listened carefully to our combined voices in presenting priorities and important topics for educational research as we enter the 1990's. Especially in the area of writing and literacy, I was gratified to see that you heard us well!

My only concern is that no mention is made of levels or timelines. As you know, it is extremely difficult to accomplish anything significant--with all the writing that is required for proposals, progress reports, etc.--without a sufficiently long-term (at least five-year) commitment from the government. And for longitudinal research especially, a five-year commitment is a must.

I certainly don't envy the position you are in, having to stretch a small budget to cover so many areas in serious need of quality research. I hope, given the importance of writing to learning in all content areas, that writing and literacy won't suffer in this process. As you know, unlike some other areas, learning to write is not primarily a matter of learning content; it's learning processes and ways of thinking about content.

I wish you luck in the coming months and thank you again for the pleasurable experience of being heard!

Sincerely,

Marcia

Marcia Farr
Associate Professor of English and Linguistics

COMMUNITY FOUNDATION

OF GREATER WASHINGTON, INC

September 18, 1989

Milton Goldberg
Director, Office of Planning
OERI
550 New Jersey Ave., NW
Washington, DC 20510

Dear Milt:

I write with a bit of ambivalence. I'm a member of the Advisory Board of the Literature Center at SUNY-Albany and a depressed Arthur Applebee has just called me about the new line up of Centers.

He faxed me the Federal Register of September 12th.

It seems to me the proposed Center on Writing and Literacy makes eminent sense and its rationale quite unassailable. The only regretful comment I can muster about the decision is that a creatively designed connection between the Literature and the Writing Centers could possibly strengthen the latter and redirect usefully the momentum of the former. Better heads than mine will know if this suggestion has any merit. I will put it in a formal comment letter to OERI.

Because I know of the exhaustively thoughtful work which went into the information in the Federal Reigster, I only want to add my congratulations and thanks for another big job you have done with distinction.

On a personal note, when I get more settled here and begin working on the literacy issue, I look forward to calling you to arrange to pick your brains about that and its community ramifications.

With all best wishes,

RLS

Robert L. Smith

1002 Wisconsin Avenue NW / Washington DC 20007 / 202 338-8993

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STANFORD UNIVERSITY
STANFORD, CALIFORNIA 94305

SCHOOL OF EDUCATION
Office of the Dean
(415) 723-2111

September 20, 1989

Milton Goldberg
Director, Office of Research
United States Department of Education
Office of the Assistant Sectetary
for Educational Research and Improvement
Washington, D.C. 20208-5573

Dear Milt:

This is in response to your request for comments on the proposed mission statements. In general, your selection of missions seems fine -- you have made some very good choices among many alternatives. I especially like the proactive nature of many of the missions. I do have a few suggestions, however.

1. I suggest that you develop a statement setting out the substantive criteria that you used in selecting missions that goes somewhat beyond the discussion on pages 3 and 4 of the material in your letter of September 15. Why do we need million dollar multi-year centers in these areas? Do we need longitudinal research in the area? Is there a special group of related studies that must be carried out in concert? Are these missions particularly important because of the dearth of knowledge about them? Are they critical because there have been critical breakthroughs in theory that suggest that a new and coordinated massive research effort would create a great supply of new information? Are they critical because they address the most pressing national problems?

2. I am a little concerned about the emphasis on content areas particularly for the middle and secondary schools. My sense is that many of the most important changes in the middle school curriculum will be in inter-disciplinary areas.

3. The mission on adult literacy reads like an inter-related series of evaluations. All four emphases fit better in OPE than in OERI. Why not shift this center over to the 3rd floor of 400 Maryland Avenue?

Best wishes,

M.S.

Marshall S. Smith

Manhattan College

MANHATTAN COLLEGE PARKWAY
RIVERDALE, NEW YORK 10471
(212) 920-0374

SCHOOL OF EDUCATION AND HUMAN SERVICES
OFFICE OF THE DEAN

September 27, 1989

Dr. Joseph Conaty
U.S. Department of Education
OERI, Office of Research
Room 610
555 New Jersey Avenue, NW
Washington, DC 20208-5573

Dear Mr. Conaty:

With respect to OERI's proposed research centers, I want especially to commend the following three:

1). **Families, Communities, and Young Children's Learning**. Many problems experienced at a later age might be avoided if very young children and their families had the benefit of better learning strategies and well-designed resources.

2). **Learning to Teach.** As the Federal Register entry mentions, central to student learning is high quality teaching. Current research must be expanded and explored dynamically. In fact, it is essential that some overly restrictive interpretations of "research" be transcended.

3). **Education in the Inner Cities.** We can no longer fail to attend to the problems of education in the inner city.

Sincerely yours,

William Harkins

Brother William Harkins, FSC, Ed.D.
Acting Dean

BWH/cm

cc: Ms. Penelope Earley
AACTE

Niagara University

College of Education
Office of the Dean

September 27, 1989

Dr. Joseph Conaty
U.S. Department of Education
OERI Office of Research
Room 610
555 New Jersey Ave. N. W.
Washington, D. C. 20208-5573

Dear Dr. Conaty:

As Dean of the College of Education at Niagara University, I would be very interested in OERI's research efforts in behalf of Teacher Education. Here at NIagara we use the support of research in the education of the future teachers we graduate. The more in-depth research and factual information that it produces cannot but help us to graduate more informed teachers.

Like many other teacher education institutions, we have upgraded our programs and hopefully do address the needs of a changing society. I for one am a bit tired of reading the comments of non-educators who look upon teacher education as it used to be for another society. We are addressing the needs of the times in teacher education. A federally funded research effort as the Sept. 12, 1989 Federal Register portrays would do much to assist us in this effort.

The twelve planned research centers and the four themes that they will address will do much to enhance our efforts in educating teachers for today and tomorrows needs. Be assured of my support in this effort.

Cordially,

Daniel F. O'Leary, O.M.I.

(Rev.) Daniel F. O'Leary, O.M.I.
Dean and Director of the
Graduate Division of Education

DFO/bbh

cc: Penelope Earley
AACTE's Governmental Relations Director

NIAGARA UNIVERSITY, NY 14109 • TELEPHONE (716) 285-1212

ELEMENTARY AND SECONDARY EDUCATION
WASHINGTON STATE UNIVERSITY
PULLMAN, WASHINGTON 99164

September 28, 1989

Dr. Milton Goldberg, Director
Office of Research
US Department of Education
Washington, DC 20208-5573

Dear Dr. Goldberg

I am writing in support of the plans for a research and development center that is focused on the area of Mathematics Teaching and Learning.

The mathematics education community is solidly behind the efforts in educational reform and improvement. Rarely does one see so many different parts of that community (from primary school mathematics educators to the research university mathematicians) united in such a worthy cause.

What the community needs now is the kind of direction and intellectual leadership that a research center can provide. Such leadership can have a major impact on this important curricular area, particularly if the Center has enough funding to make a contribution and enough time (at least five years or so) for that contribution to have an impact.

I hope that the Department of Education can make a significant contribution to the improvement of our schools in the important area of mathematics education through its national competition for research and development centers.

Best wishes for the success of your efforts.

Sincerely,

Douglas B. McLeod
Professor of Mathematics and Education
Past Chair, Department of Elementary and Secondary Education

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Dr. Lynn Arthur Steen
St. Olaf College
Northfield, Minnesota 55057

September 29, 1989

Dr. Milton Goldberg, Director
Office of Research
US Department of Education
Washington, D.C. 20208

Dear Dr. Goldberg:

I am writing in response to the solicitation for public comment concerning proposed research and development centers. In particular, I strongly urge that you include in this program a major center for research on mathematics teaching and learning.

Mathematics is one of the most crucial disciplines for school study. It is the key to learning in science and to effective participation in the world of work. To enhance our national security and well-being, we must find ways to convert mathematics from a filter into a pump in the educational pipeline. Such an effort must begin with research on how today's children learn mathematics and how it can be taught most effectively.

Many forces are changing the nature of the mathematical sciences, not the least being the impact of computing and the effects of changing demographics in the United States. One can no longer rely on old instincts to provide sufficient national strength in mathematics education. Change must be rooted in contemporary research that is linked to development of new curricula, new methods of teaching, and--perhaps most important--new methods of assessment.

To ensure continuity of effort and to enhance the likelihood of significant impact, a center for research and development in mathematics teaching and learning must be established at a significant budget level for a long period of time. Without stability and continuity, sustained effort will be difficult to achieve.

If as you proceed with this endeavor you would like further specific suggestions concerning mathematics, I would be happy to assist in this effort.

Sincerely,

Lynn A Steen

Lynn Arthur Steen, CBMS Chair

SAINT PETER'S COLLEGE
JERSEY CITY, NEW JERSEY · 07306

OFFICE OF THE PRESIDENT

October 2, 1989

Dr. Joseph Conaty
U.S. Department of Education - OERI
Office of Research, Room 610
555 New Jersey Avenue, N. W.
Washington, D. C. 20208

Dear Dr. Conaty:

I write in support of one of the Education Department's proposed new priorities for research centers, education in inner cities. Saint Peter's has long been committed to working with students from the densely populated cities of northern New Jersey.

The College has recently established, with the help of a grant from the New Jersey Department of Higher Education, an institute on the advancement of urban education to work with the local communities in order to expand educational opportunities. Support from the federal government would give this sector the recognition and recources necessary to maintain a high quality of teaching and learning for metropolitan institutions.

Sincerely,

Edward Glynn, S.J.
President

EG:ih

University of Pittsburgh
LEARNING RESEARCH AND DEVELOPMENT CENTER

October 2, 1989

Dr. Milton Goldberg, Director
Office of Research
U.S. Department of Education
Office of Assistant Secretary for
Educational Research & Improvement
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

I am writing in support of the proposed plans to fund a research and development center in the area of Mathematics Teaching and Learning. I have served as a member of the Advisory Panel for the current Mathematics "mini-center" at the University of Wisconsin, and I believe that the funding of a full five-year center for mathematics should be a high priority in the next round of competition. Considerable progress has been made in the past few decades in understanding the nature of learning and teaching in complex domains like mathematics, and the field is poised to apply that knowledge in improving educational practice. I applaud your proposal to fund a mathematics center for at least five years.

Despite my enthusiasm for your decision to fund a full center for mathematics, I was dismayed to note your omission of any reference to the need for serious, sustained attention to improved mathematical attainment for traditionally underserved populations. Recent reports have made clear the need for increased attention to enhancing education for all students but especially for those students attending schools in economically disadvantaged neighborhoods. Given the future demographic predictions and the need for higher levels of numeracy in order to compete in the international marketplace, we can ill afford to allow a sizeable portion of our school population leave school without experience and skill in thinking with mathematics. I believe that the Department of Education should ask the Mathematics Center to focus its attention on this very serious problem.

Sincerely,

Edward A. Silver

Edward A. Silver
Professor and Senior Scientist

LRDC BLDG., 3939 O'HARA STREET, PITTSBURGH, PA 15260
TELEPHONE: (412) 624-7020 FAX: (412) 624-9149

VIRGINIA TECH

Learning to Teach Mathematics
National Science Foundation Sponsored Research

College of Education
Blacksburg, Virginia 24061
(703) 961-55[illegible]

Dr. Joseph Conaty
U. S. Department of Education
OERI, Office of Research, Room 610
555 New Jersey Avenue, NW
Washington, DC 20208-5573

Dear Dr. Conaty:

I am writing in support of two of the centers proposed by the Office of Educational Research and Improvement: Mathematics Teaching and Learning and Learning to Teach. Both centers would address needs of mathematics education in valuable ways.

I believe that within mathematics education we have recently made significant gains in our understanding of how children learn and have developed curricula that reflect this knowledge. We now have information that informs our decisions about both curriculum and the teaching of mathematics. A mathematics center should focus on researchers investigating ways of helping teachers in classrooms understand and implement research results. We desperately need research on how teachers learn to teach content areas in school settings. That is, we need studies that address the complexity of schools, teaching, and learning. We need a center that looks at the complex picture as a whole, not in disjoint bits and pieces.

When I look at the body of research in mathematics education, I am also struck by the lack of research on middle school and high school mathematics teaching and learning. I would urge you to fund a center that focuses on secondary mathematics curriculum and instruction in real settings.

Many of the concerns I have about a mathematics center are also concerns I have about a Learning To Teach center. My own research is in Learning to Teach Mathematics (we are funded by NSF to study learning to teach middle school mathematics). I believe any Learning to Teach center must pay attention to the subject matter issues of learning to teach. Learning to teach mathematics is different than learning to teach social studies or a foreign language. We need to study those differences. Learning to teach is a life-long experience. Longitudinal studies are needed that will inform our understanding of the novice years of teaching and the changes that occur as novices gain experience - and hopefully move toward expertise.

I urge you to fund both the Mathematics Teaching and Learning Center and the Learning to Teach Center in this competition. Both centers are important if we are to improve our education in mathematics.

Yours sincerely,

Catherine Brown

Dr. Catherine A. Brown
Assistant Professor, Mathematics Education
Virginia Polytechnic Institute and State University

PURDUE UNIVERSITY

DEPARTMENT OF
EDUCATIONAL STUDIES

October 10, 1989

Dr. Joseph Conaty
U.S. Department of Education
OERI, Office of Research
Room 610
555 New Jersey Avenue SW
Washington, DC 20208-5573

Dear Dr. Conaty:

My comments are directed to the proposed R&D center #2, Student Learning. Faculty in this department have completed research studies that address, at least in part, the areas of inquiry set forth as being critical to creating a knowledge base in teaching higher order thinking skills.

This center, of the 12 proposed, appears to be the most promising to effect educational change for it goes directly to both teacher and student behaviors.

Therefore, we urge the establishment of this center and look forward to its RFP.

Sincerely,

Bruce Shertzer
Head

BS/bk

SCHOOL OF EDUCATION
WEST LAFAYETTE, IN 47907 • (317) 494-9170

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Small Learning Communities Task
Force - National Participation in Education

Carol B. Salzberger
Member, Cooperative Education Commission

William L. Taylor
Director
Center for National Policy Review

Carol H. Tice
President
New Service

Jane R. Wilson
President
Wilson and Company, Inc.

Madeline Kunin Wolf
Director, Washington Office
Girls Clubs of America

Edward Zigler
Sterling Professor of Psychology
Yale University

September 23, 1989

To: Milton Goldberg
OERI

From: Dorothy Rich

Milt, I want to commend you and your colleagues for working to establish a lab on Families and Communities and Early Childhood. You know how important these factors are and you know how overlooked they have been.

When you have the opportunity, I'd welcome talking with you. While the Home and School Institute is not in a position to create this lab, we have materials and background that could be very useful to your bidders. And I personally would be very interested in collaborating with those who will be working on this lab.

Again, let me know if I can be of help to you as you make the case for vital area of research.

PS: If you get a chance to watch, I'm due to be on MacNeil/Lehrer Show this coming week, either Sept. 26 or 27.

RECEIVED

NATIONAL COUNCIL OF
Teachers of Mathematics

President
Shirley M. Frye
Scottsdale School District
3811 North 44th Street
Phoenix, Arizona 85018
602 952-6239

October 4, 1989

Milton Goldberg, Director
Office of Research
U.S. Department of Education
Office of the Assistant Secretary
for Educational Research & Improvement
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

On behalf of the National Council of Teachers of Mathematics, I want to convey our pleasure with the announcement that mathematics teaching and learning is one of the areas of the twelve planned research and development centers. With the reform in mathematics education in its initial stages, it is imperative that the monitoring of change and the change process be conducted on a national scale.

In the most recent NCTM publication, SETTING A RESEARCH AGENDA, edited by Judy Sowder, she states, "Current school mathematics operates within a coherent system; reform will happen only if an equally coherent system replaces it. The information to be gathered via research must be related to the new conceptions of how mathematics is learned and taught as well as what it means to know mathematics and how mathematical knowledge can be assessed."

NCTM is undertaking a multitude of projects and activities to implement the CURRICULUM AND EVALUATION STANDARDS FOR SCHOOL MATHEMATICS, but recognizes that major research and development programs must be undertaken by the national community of mathematics educators, mathematicians, and researchers. The center identified in OERI plan would be an appropriate place for such research as described in paragraph 4 of your solicitation for written comments.

Because of the importance of this work, we support a fully funded center in mathematics for at least five years.

Sincerely,

Shirley M. Frye

ms

BOARD OF DIRECTORS

President
J. Frye
ne School District, Arizona

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[illegible]

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Little Rock School District, Arkansas

Institute for Responsive Education
605 Commonwealth Avenue, Boston, Massachusetts 02215
Telephone: (617) 353-3309

October 6, 1989

Dr. Milton Goldberg
Director
Office of Research
Office of Educational Research and Improvement
U.S. Department of Education
555 New Jersey Ave., NW
Washington, DC 20208-5641

Dear Milt:

I am writing in response to the notice in the September 12, 1989 Federal Register, inviting public comments on the proposed research and development centers competition.

First, let me commend you for the unusually extensive and broad consultation and planning that went into the decisions to have a competition for 12 new centers. The list of areas is comprehensive and extensive.

I have one major concern. I am pleased, as I am sure are most of my colleagues across the country involved in school/family/community studies, that one of the twelve priority areas focuses on families and schools.

It would be helpful to make it clear by wording and examples that this priority encompasses research and development activities would, in fact, focus on family, school, and community connections, influences, and relationships in regard the development of children of all ages and educational programs from pre-school through secondary school --without the limitation "young children's learning."

As it stands, it is not clear whether the intention in this area is to focus on "young children's learning" as it is related to family and community or on any or all aspects of young children's learning -- an obviously exceptionally broad area which would then overlap with the "student learning" priority.

It would also be possible to interpret the proposed wording to mean that the center would concern itself with topics such as parent choice, community and cultural influences, or effective strategies to assist parents' efforts to improve their own children's learning primarily or only as these relate to young children, not all ages of children or levels of schooling.

For example, I don't think that it would be wise conceptually to seek to understand relationships between family, community, and school [illegible] during the early school years," even though some studies might stress the early years.

Several recent conversations with colleagues at Boston University, the Institute for Responsive Education, and other institutions prompt me to propose that you change the heading for the priority to "Families, Communities, and Children's Learning. A second choice would be "Families, Communities and Schooling (defining schooling as pre-school through secondary levels).

Thank you for your consideration of this matter.

Sincerely,

Don Davies
President

American Association for
Counseling and Development
5999 Stevenson Avenue, Alexandria, Virginia 22304 703/823-9800
FAX (703) 823-0252 TDD (703) 370-1943

October 18, 1989

Dr. Milton Goldberg, Director
Office of Research
Office of Educational Research and Improvement
U. S. Department of Education
Washington, DC 20208-5573

Dear Dr. Goldberg:

Please accept my apologies for this belated answer to your recent letter. I really appreciated the thoughtfulness of the material you shared and was impressed by its comprehensiveness. The plan to establish twelve (12) R & D Centers to address key issues in educational research is excellent. You have managed to touch on vital concerns that will guide education well into the next century. I can only hope that professionals of talent will speak out on these centers in response to the Federal Register announcement to the degree necessary.

To that end, I have enclosed my own comments that address some of the centers and their missions from the perspective of this profession. These remarks are further particularized to the school counseling field. (As you know, of an estimated population of over 140,000 counselors in all settings, approximately 70,000 are in our school systems.)

Please feel free to use these comments in any way you see fit. Time has not permitted a more formal coalition to address your challenge, but you may be assured of this profession's support and desire for formal involvement as the centers are created.

Sincerely yours,

Nancy M. Pinson-Millburn, Ph.D., NCC
Assistant Executive Director for
Association and Professional Relations

NMP-M:LH

24 393 16

American Association for Counseling and Development is Committed to Equal Opportunity

Federal Register Comments

Of the twelve research and development areas proposed by OERI, four stand out as particularly appropriate to the mission and abilities of the professional school counselor. This practitioner has been prepared at the master's or doctoral level to make specific contributions in the following areas:

1. Student Learning
   --motivation's link to academic achievement
   --self-concept development's R with higher-order thinking
   --interpersonal skills at the micro-social and macro-civic levels
   --decision-making skills/causes and effects of behavior
   --information-processing
   --R between subject matter fields and their later application in the work world
   --self-appraisal
   --(recognition of) early signs of alienation/depression/abuse (physical and/or substance)
   --age-peer and adult mentor support systems

2. Education in the Inner Cities
   --knowledge of cultural influence over learning rates and styles
   --utilization of indigenous role models on school faculty and staff and within the community
   --barometers of classroom climates
   --parent effectiveness training
   --R between community involvement and student retention
   --community school models versus magnet schools
   --collaboratfon between independent and public schools in terms of joint projects and shared resources

3. Education Resources and Student Learning
   --Teacher exams, licensing and renewal requirements need to be established by the states. (Currently, most school practitioners are "certified" by virtue of coursework taken versus measured knowledge, observed competency, and the documentation of continuing education credits.)
   *Note: Professional counselors can obtain national credentials as well as state credentials (in 32 states, presently) and are expected to pursue these independent of their degree status or their positions as school counselors, mental health counselors or agency counselors--as the case might be.

   --We have seen that lenghtening the school day and year is an inadequate reform mechanism in itself. State and local policies that identify content to be learned and behaviors to be acquired are more likely to receive enthusiastic public support and educator commitment.

--Applying a variety of teaching methods (and assigning a variety of teachers) to a particular subject or grade level could provide the data base needed to conduct naturalistic research in the schools.

--Innovative teaching and counseling approaches that emphasize human development concepts and stages should be encouraged at the school, district and state levels. Team instructional and noninstructional personnel to a achieve educational objectives is essential.

--Tenure, as we know it, needs to be abolished in favor of competency assessment at 3- to 5-year intervals.

--Accountable educational bureaucracies become the best public servants only if they remain "students" of both the public interest and the student consumer.

4. Assessment, Evaluation and Testing

--Student appraisal remains a major objective of the school counselor. The graduate coursework taken by every master's and doctorate level counselor prepares this practitioner to conduct schoolwide research as well as individual student assessment and evaluation. Counselors are prepared to determine student interests, abilities and aptitudes through the use of both standardized and nonstandardized measures.

--The counseling profession is historically linked with developmental psychology, career development theory, and human growth and development. Testing has played a significant but not a dominant role in these areas over the last 75 years. The school counselor is particularly concerned with the intrusiveness of certain tests and has developed a large body of literature on the ethical use of tests, the use of technology and its effect, the accuracy of test interpretation to the test taker, and the use to which test results will be put.

--Alternative forms of student assessment are, of course, needed. Not only does the diversity of the student body require new ways to measure student gains against their own and group baselines but rigorous study of the usefulness of certain content to adult functioning is also indicated in this center.

NMP-M:LH

American Association for Counseling and Development
October 18, 1989

Alverno College

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Milwaukee, WI
53215-4020
(414) 382-6000

September 27, 1989

Dr. Joseph Conaty
U.S. Department of Education
OERI, Office of Research
Room 610
555 New Jersey Avenue, NW
Washington, DC 20208-5573

Dear Dr. Conaty:

As chair of a department of education in a college that prepares teachers for the urban schools in Milwaukee, Wisconsin, I wish to write in support of four of the National Research and Development Centers described in the September 12, 1989, Federal Register.

The proposed center (6), Learning to Teach, is of critical importance. While the profession now knows a great deal more about what is demanded of the teacher than it has in the past, the translation of that knowledge into understanding of the processes of learning how to teach is in an early stage. Central to the work of this center is the need to focus on a shift from a view of teaching as "telling" or merely disseminating information to a view of teaching as developing the learner. While the description does not address assessment, one of the innovative pedagogies that needs careful attention is the linking of assessment with learning, the use of diagnostic information available in assessment for teaching planning and for student goal-setting. Thus, the work of this center should be linked to (9) Assessment, Evaluation, and Testing.

The proposed center (12), Postsecondary Learning and Teaching Assessment, addresses similar issues for the college and university level. I personally believe that some of the same questions need to be addressed, across elementary, secondary, and college teaching, particularly those relating to ways to engage the learner and ways to develop learners' abilities. I would hope that centers 6 and 12 would be able to share approaches and data in the pursuit of a greater understanding of teaching. The issue of assessment is key, and I strongly urge that attention be given to to proposals focusing on assessment that feeds back into learning.

Clearly, the focus of proposed center (9), Assessment, Evaluation and Testing, is of current concern and, as you see from my comments above, I believe that it needs to be integrally linked to questions of teaching and learning. Important aspects of the description include the development of assessments of higher order thinking and noncognitive development, and the consciousness of and concern for an increasingly diverse student population.

The proposed center (7), Education in the Inner Cities, would be supported by the work of the other three centers discussed above. The strengthening of our understanding of teaching and the preparation of teachers more prepared to teach, as well as work in assessment that attends to increasingly diverse populations, can and should be used to assist teachers who teach in the urban areas. I believe that looking at teaching in the urban environment, with its unique challenges, will also shed light on the essential aspects of good teaching and effective assessment.

These four centers are addressing questions for which we as a nation need to commit significant time and resources. I encourage you to give them high priority in the decision-making process regarding the amount of time and funding that will be devoted to the proposed centers.

Sincerely,

Mary E. Diez

Mary E. Diez, Ph.D.
Chair, Education Division

The National Center for Improving Science Education

A Partnership of The NETWORK, Inc. and the Biological Sciences Curriculum Study (BSCS)

29 September 1989

Dr. Milton Goldberg
Director
Office of Research, OERI
United States Department of Education
Washington, DC 20208-5573

Dear Milt:

This is in response to your invitation to comment on the proposed mission statements for the centers to be competed in 1990. First of all, let me add my voice to that of many others who have complimented you on the thorough and open process of consultation. We at the National Center for Improving Science Education are, of course, pleased that this process has yielded a continuing focus on science. I take this to be not only a reflection of the importance of developing in all students an understanding of science and its intimate connections to matters of consequence to them, but also recognition of the contribution that a center such as ours can make. In that respect, I hope that the science-oriented center will continue to be funded in a way that will allow us to compete, since we are just on the point of making the original investment by the Department pay off by way of recognition of our work and its application to improving the status of science education in this country.

I am concerned, however, as I am sure you are, about the total dollars available to support twelve separate centers to pursue the missions and priorities you have identified. It is not that I am quarreling with any of the missions, although there does seem to be some overlap, but rather that I question the ability to sustain all of them at a level and for sufficiently long to build the field which each is intended to address. The notion of research centers is, of course, borrowed from the physical and medical sciences. One cannot help but note the disparity between these fields and education as to both levels of investment and stability of center missions and institutions.

A few specific comments:

In the description of mission (6) Learning to Teach, the third sentence states that questions concerning combination of subject matter knowledge and teaching techniques adopt a static perspective. I really don't understand the basis for such a

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The NETWORK, Inc.
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statement; in fact, it seems to me to be contradicted by the very next sentence. All the areas of inquiry you include in that mission take on meaning only as one ties them to the "stuff" to be taught, which leads one directly to the concern you dismiss so cavalierly in the third sentence as being static. Or maybe I didn't understand what the writer was driving at.

There seems to be considerable overlap between missions (1) and (7), though (1) is made to focus on early childhood and (7) on secondary and early adolescent education. This distinction seems somewhat arbitrary: early childhood needs to be a component of education in the inner city, and education for early and late adolescents needs to involve families and communities--as you note by including priority 14 in both. Here may be a case where investment in one center at an appropriate level would accomplish a great deal more than the same amount split between two separate centers, neither one of which might then be operating at a critical mass.

I commend you for stressing the need to develop innovative assessment techniques in mission statement (9), as well as in the missions of the mathematics, science, and writing and literacy centers. The increasing demands for accountability combined with our limited ability to probe student progress across many important educational goals may produce an unfortunate narrowing of the curriculum and an even more unfortunate decrease of opportunities for students to engage in meaningful learning. For this reason, developing innovative assessment techniques and strategies needs to be at the forefront of the research agenda.

Mission (11) on the Educational Quality of the Workforce seems to driven by questions framed by economists. I would like to see included some educational questions, for example, effective contexts for education for work, in and out of school; development of the modern equivalent of apprenticeships; explorations of combining formal education with learning at work for adolescents below the age of 18; restructuring the work place to facilitate effective educational experiences, including mentoring and tutoring; and the like.

Thanks for the opportunity to comment. We look forward to the continuation of the process.

Sincerely,

Senta A. Raizen
Director

national middle school association

Julia Thomason
President-elect

October 19, 1989

Dr. Joseph Conaty
U. S. Department of Education
OERI, Office of Research
Room 610
555 New Jersey Avenue, N. W.
Washington, DC 20208-5573

Dear Dr. Conaty:

We are pleased to take this opportunity to respond, on behalf of the National Middle School Association, to OERI's request for comments on the upcoming National research and Development Centers Competition. As the primary national association devoted to middle level education, we are delighted to see the emerging emphasis upon that level of schooling in OERI and hope to encourage continued attention to this vital age group.

First, we wish to affirm our support of the research agenda that is laid out for each center. We are particularly heartened to see that legislation has targeted a number of areas crucial to families and communities, student and teacher engagement, and cultural diversity. We would like to offer some additional recommendations, though.

Within the context of families and communities, it is important to focus on all levels of schooling, not just the early years. For a number of reasons, parental involvement changes and the kinds of interventions that will create meaningful parent participation in school life in the middle grades. Because the middle grades often involve a new school, it is important that parent transition be nurtured as well as student transition. Parents must build new links with a new institution at a time when parental participation is not highly prized by young adolescents (or their schools, sometimes). Research attention must be given to the ways that parent participation can be supported through the crucial middle grades, when decisions to drop out are most often made.

Appalachian State University
Department of Curriculum and Instruction Boone, NC 28608 (704) 262-2225

In the area of student learning, it is critical that alternative assessment devices and models be developed. Our ability to measure information storage is quite good. Our ability to track the ways in which humans use information is terrible. because the middle level school focuses so strongly on the cultivation of habits of learning, attitudes toward achievement and school performance, and the development of productive learning strategies, our current assessment batteries do not adequately measure program performance in those areas. The student learning charge, we believe, must be expanded to include alternative methods of assessment of complex learning, not simple information storage and retrieval.

Among the most important types of student learning is the social learning that takes place in early adolescents. Virtually nothing is known about how students learn to cooperate on a problem or a work task, how they learn from peers and other non-teacher sources in the school. All of these are vital issues for program planning and school intervention.

In mathematics and science, a major focus of the center should be upon "problem-finding" as well as problem solving. The ability to utilize mathematics depends in large measure on the ability to formulate problem statements that are amenable to mathematical solutions. Continuing to focus exclusively on math concepts and math computations will miss one of the fundamental skills of life in the 21st Century...the ability to structure problems so they can be solved.

Learning to teach at the middle level is an area of major concern for us. It is our belief that successful middle level teaching requires both technical and content expertise as well as a strong sensitivity to the uniqueness of young adolescents. Little research has been done to differentiate the kinds of learning that ultimately produces an effective teacher <u>for a given level</u>, although there is widespread agreement among school people that effective teachers are not interchangeable from one level to another.

We are also concerned by the absence of attention in all of these center missions to some of the critical issues that face adolescents: drug and alcohol abuse, pregnancy, dropping out, underachievement, suicide...the list is endless. And while it is not appropriate for OERI centers to engage in the clinical study of physical and mental health problems, all of these problems have a clear school connection. To a large extent, much destructive adolescent behavior is <u>learned</u>, either in the context of the community in which students live or in the institutions, from family to church to school, that affect their lives. It is imperative that we understand the intellectual and social dimensions of these issues as they relate to our youth just as we understand, through the work of other centers, the legal medical issues.

Finally, we encourage OERI to charge each center with the cultivation of existing dissemination systems for getting information into the hands of practitioners and policy makers. Each center proposal should be required to give full and explicit consideration to the ways in which the work of the center will be linked with existing dissemination mechanisms, such as professional associations and networks, educational news media, and existing state and federal information outlets.

As the largest professional association devoted solely to middle level education, we also wish to offer our services in any way that is consistent with the mission of our organization to serve middle level youngsters, their school and their families. We are hopeful that you will make our interest and commitment known to the bidders in this Center competition.

Thank you for your attention and consideration.

Sincerely,

Julia Thomason,
President-Elect

Howard Johnston,
Co-Chair
Critical Issues Committee

The University of Southwestern Louisiana

College of Arts, Humanities, and Behavioral Sciences
Lafayette, Louisiana 70504-4691

Department of English
P. O. Box 44691
(318) 231-6908

Université des Acadiens

October 19, 1989

Lauro F. Cavazos
Secretary of Education
400 Maryland Avenue, S. W.
Washington, D.C. 20202

Dear Sir:

It has recently come to my attention that the Office of Educational Research and Improvement has proposed writing and literacy as one of its research priorities for the next federal funding cycle for national research centers. As I am heartily in agreement with your selection, I am also concerned about three issues that could seriously affect the impact that this attention to a serious educational issue could have. In particular, it is of fundamental importance that the centers that are funded to study writing and literacy be established for a period of at least five years. To limit the financial support to a period of three or four years would seriously damage the kind of research that could be carried out. As literacy is a skill that develops over a long period of time, it cannot be studied on a short term basis.

I am also concerned that such centers should receive adequate funding. This issue deserves serious attention from the best researchers in the field. Without sufficient support, it will not receive study of the highest quality.

Again, I commend you for selecting the subject of writing and literacy as a research priority and urge you to give it the time and money that will lead to sound educational insights. I can think of no other issue that affects as many aspects of our personal, social, political, and cultural lives.

Sincerely,

Ann B. Dobie

Dr. Ann B. Dobie

cc: Ted Sanders
Bruno V. Manno
Milton Goldberg

24-393 O - 90 - 2

STATE OF SOUTH CAROLINA
DEPARTMENT OF EDUCATION
COLUMBIA 29201

Charlie G. Williams
State Superintendent of Education

October 19, 1989

Dr. Joseph Conaty
U.S. Department of Education
Office of Educational Research and Improvement
Room 610
555 New Jersey Avenue, N.W.
Washington, D.C. 20208-5573

Dear Dr. Conaty:

The funding proposals for twelve national research centers, four addressing adult education concerns, seem like a positive possibility. Results of educational research in these four areas could be helpful to adult education programs in every state. Adult educators in South Carolina will be encouraged to participate in any relevant studies that are conducted by national research centers.

I appreciate the information on these proposals and look forward to receiving additional information.

Sincerely,

E. Jimmy Smith, Director
Office of Adult Education

EJS: jjc

cc: Ms. Joan Seamon, Director
Division of Adult Education

National Center for Research in Mathematical Sciences Education
Wisconsin Center for Education Research / University of Wisconsin-Madison
1025 West Johnson Street / Madison, Wisconsin 53706 / (608) 263-4285
Professor Thomas A. Romberg, Director

September 25, 1989

Milton Goldberg
Director
Office of Research
US Department of Education
Office of the Assistant Secretary
for Educational Research & Improvement
Washington, D.C. 20208-5573

Dear Milt:

Thank you for sending me a personal letter requesting my reactions to the OERI announcement on the proposed Research and Development Centers Competition. Overall, I am pleased with the contents of the announcement and glad that interested educational scholars have an opportunity to react.

I have organized my comments on four topics: themes, proposed other centers, proposed math centers and concerns.

Themes. I totally agree with 3 of the 4 proposed pervasive themes: "student and teacher engagement," "cultural diversity," and "student transitions." I am less enthusiastic about "middle grades and high school." I agree that the schooling of adolescents is a serious problem and that middle school children are "caught in the middle", but there are similar curriculum and instructional miss matches with young children (pre-school and primary) and post-high school students. Are we to assume that these issues will be adequately addressed in centers focused on education at these levels?

Proposed "Other" Centers. I have no comments on five of the proposed centers: 1, 3, 5, 8, and 9. All are important.

"Center (2) Student Learning" is critical. My only concern is that the importance of situated cognition in academic subjects is not emphasized. Differences between thinking in academic subjects is mentioned but not differences within subjects. (e.g., thinking about quantity is different from thinking about location).

"Center (7) Education in Inner Cities" is fine but the title does not adequately fit the target population. The education of special populations should include American Indians on reservations, children of migrant workers in rural areas, etc. I agree that most of the target population resides in cities, and they have special problems.

Centers 10, 11, and 12 all have a problem of omission of any reference to mathematics. Adult literacy includes mathematical literacy, quality of the work force must consider the mathematical and scientific aspects of quality, and effective teaching and its evaluation must reflect variations in academic subjects.

NCRTE NATIONAL CENTER FOR RESEARCH ON TEACHER EDUCATION

College of Education • Erickson Hall • Michigan State University
East Lansing, Michigan 48824-1034

September 28, 1989

Dr. Milton Goldberg
Director, Office of Research
OERI
U.S. Department of Education
555 New Jersey Ave., NW
Washington, DC 20208

Dear Milt;

Congratulations on producing a solid set of missions for the next round of centers. This is my letter of public comment, and I will comment on three things: the overall list of missions, the content of some particular missions, and the distribution of funds across missions.

1. Overall List of Missions

One reason I like the proposed list is that it represents a reasonable departure from past center missions. Like most people, I read the list with an eye toward what was new as well as what was missing. I saw enough change to believe that the list was not developed off the last list, but instead was based on a sense for what is important to address now. That strikes me as an important message to send to the field just now, since OERI has been so accused of political influence. No one could claim that this list panders to those who currently are "at the trough".

Another reason I like the proposed list is that it responds in a variety of ways to our most important and fundamental social problem -- the looming underclass. You not only have the ongoing center on education for the disadvantaged, but you are adding to it a center on inner city education and one on adult literacy. In addition to the concentrated work of these three centers, you are asking all centers to concern themselves with diverse student populations. Your attention to this package of issues is broad and diverse enough to make it clear to everyone that the issues are important and that they merit more than nominal attention.

Yet you also balance these new center missions with others that address the enduring issues in education -- student learning, teacher learning, assessment, and so forth, so that your list of missions represents a nice mix of enduring and emerging educational issues.

Finally, I like the list because it broadens the definition of educational research to include attention to family and home, to preschool, and to adult learners, so that those who call themselves educational researchers cannot confine themselves to K-12 education. These extensions of the field also represent important directions of movement at a time when family structures and patterns of work in this country are changing so rapidly.

2. Particular Mission Statements

I have only a couple of suggestions with respect to the individual mission statements. First, I agree with Joan Stark that the label for center number 12 should be changed from

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Mr. BARTLETT. Mr. Chairman, this is the third hearing of the year in a series of hearings that this subcommittee has had which focuses on how to improve educational research and how to specifically improve the dissemination of educational research in a form that is understandable which can be put into practice by teachers, administrators, principals, school board members and parents.

As I have stated at past hearings, I believe that one of the major improvements that can and, indeed, must be made during the reauthorization of OERI is effective dissemination and packaging of information so the information will be used.

The goal is not merely to print up information and then mail it out; the goal is for school systems to put that research information into practice. We know at this point how to change the light bulb. What we need to learn is how to teach others how to change the light bulb.

Now, today's hearings will focus specifically on the current competition that OERI has announced for 12 planned research and development centers and the issues which those centers will research. I must say that I'm particularly impressed by the new process that OERI has conducted in order to determine what needs to be done in educational research at the National level.

I will note that Chairman Owens has called for research and dissemination that will help provide the fuel for the educational perestroika that this nation needs. I concur with that. We do need an educational perestroika in this country, and the research at the Federal level can and must be a part of that.

One of the changes that will be made, and indeed must be made, during the course of the 1990s is a change towards giving parents the ability to choose the educational opportunities for their own children, both the information, the ability, and then empowering those parents with the power to make those choices.

One of my goals will be to cause the research done at the Federal level to encourage that choice and to encourage both research into parental choice and dissemination as to how to achieve it.

For the first time in this process, OERI has published in the *Federal Register* their own recommendations for the National education research agenda based on the planning activities that they conducted with the educational research community and the public on what kinds of research are needed that will most likely benefit students.

These meetings were held with parents, practitioners, policymakers, researchers and public officials. Based on the comments and recommendations received from these planning activities, OERI has then concluded that 12 particular research and development centers should be established.

By publishing their conclusions in the *Federal Register*, OERI gives the educational research community and other interested parties an opportunity to comment further on the recommendations. It seems to me that these recommendations will be accepted in part, modified in part, though, this process lends itself towards the educational community as a whole being able to comment on the direction of research during the course of the competition.

There will always be winners and losers when the status quo is changed. I agree that new initiatives must be taken in education

research if we expect our students to be educated citizens capable of competing in the work force and in the international arena.

OERI states in their *Federal Register* publication that the 12 centers are designed to reflect a comprehensive approach to education, one that aims to improve teaching and learning across the board, across the broad span of ages from childhood to adulthood, across the broad spectrum of languages and cultures in schools and across large and small urban and rural public and private schools.

I do support that statement and I look forward to hearing more about the process and the conclusions of OERI and the community when Assistant Secretary Cross testifies on November 9. I am interested today in hearing the comments from our witnesses on their feelings about the competition, what aspects they would change in order to meet the mandate.

I want to emphasize that research, whether it is through labs and centers or other initiatives, needs to be presented to the intended user in a context and perspective that is clear and understandable. In addition, the information should offer a user choices from which to select or mix and match various strategies.

The test that I place on the success is the same in 1989 and 1990 as it was in 1983, when I first came to this subcommittee, and that test is that the teacher in Del Rio, Texas, of a third-grade class will need to be able to use information that is developed by OERI.

That teacher does not have the time, the inclination nor often the ability to sort through diverse facts from various sources nor to assess their collective relevance or irrelevance to solving their particular problems and convert that information into a form to recommend to other players. That teacher needs to know results from other school districts, from other classrooms, and needs to have those results in a form in which he or she can put into the classroom immediately.

As this committee continues its oversight of OERI into preparation for next year's reauthorization, our goal must be to ensure that valuable research produced by the labs and centers does not sit on department shelves, but is indeed put into practice.

I am encouraged by these hearings that this subcommittee has conducted, that we can craft legislation that will change how information is disseminated and packaged so that it will have a positive impact on how our students are educated throughout the country.

I yield back the balance of my time.

Chairman OWENS. I yield to Mr. Martinez for an opening statement.

Mr. MARTINEZ. Yes, Mr. Chairman. I don't really have an opening statement, except I would like to reflect on something that you said, the idea that any study would be so directed as to provide an outcome for one particular philosophy or another shocks me.

I hope that isn't the truth. I think that the subject matter that has been identified in the initial assessment for study is good. I wish there were even more emphasis on inner-city problems, especially young children coming from different cultures and backgrounds and different language backgrounds.

I think that particularly in inner cities, there has got to be a lot more emphasis on that and how to make these young children reading-proficient, English-proficient, learning-proficient.

The one thing that scares me is the idea that somebody, because of these studies, decided vouchers would be the best way to provide quality education for everyone. It isn't. It simply isn't and it never will be.

Vouchers might relieve the double jeopardy of citizens who pay for providing what they consider a better education for their children, while still paying through their taxes for the public system that their children do not use. It would only weaken the public school system—a system that is already inadequate in many ways—further if we went into a system of vouchers.

The study of *A Nation at Risk* is a study that everybody has used as an example of how dangerously close to the edge the public education system in the United States is. If we want to truly improve education for all the children, then let's improve the system that provides the most education for the most children.

I emphasize the fact of quality education for all. Only if we do that, can we provide a system in which those that, for whatever reason, religious or protective or for a myriad of reasons that people send their children to private schools they can continue to do that while they still provide for the monies that are needed for the public school support for our Nation.

I am one who had children that, as they grew up, went through both. In the early years, all of my children went to parochial school. When they reached a certain age, they got to choose whether they wanted to continue in parochial school or public school. My children chose the public school, with the exception of my oldest who went to a very technical school called "Don Bosco Technical Institute." I'm very glad that he did.

It was a great education for him, and it was a high school system which I think the rest of the country ought to adopt. It was four hours of academic study and four hours of a major—and his major was electronics. That school system provided a young man with the skills he needed so that upon graduation he could actually get a job in the major that he studied. He could go on that school—because of the academic study that he had there—not only to work at a job but eventually to become the supervisor of that job and maybe even the owner of that job and continue on to higher education if that was his choice.

I think there are a lot of things that we need to do in that public system before we talk about vouchers.

Thank you, Mr. Chairman.

Chairman OWENS. Thank you. Mr. Smith.

Mr. SMITH. Thank you, Mr. Chairman. I do not have a prepared statement, but I've read the material and do want to simply say a couple of things.

First of all, I need to be—I guess at some point, I may be more willing to think in some regards about vouchers then some members of this committee. I do not consider myself to be a supporter of vouchers at all, and I have read this material and I just simply don't see where it arises. If it's between the lines someplace, I need to be helped with that before we're done today.

I think what I'd like to say gets at the larger picture. Quite frankly, we face this in other parts of our committee with the Americans with Disabilities Act. Somebody said it's going to create

heat, it's going to create friction, it's going to create pain out there to pass this law. My response was, of course, it is. If it's worth doing, it's going to take change. Change invariably is uncomfortable for people who are established in another way of doing business.

I think we, as a committee, as we deal with OERI or as we deal with any other Federal or education practice, need to be careful to distinguish between change which, however haltingly and difficulty we come by it, needs to happen as opposed to concerns, pain, friction that is caused because people are behaving irresponsibly.

There is a fundamental difference between those two things. If we are afraid to engage in courses of action that will cause educators to rethink and parents and communities and school boards and policy-makers to rethink the way we do business in this country, then we are destined to a second-class nationhood in the 21st century. Somehow we have to come to terms with what it means to challenge ourselves and our school people and our parents and our communities to do a different and a better job.

Professionally, before I came here, I had the great discomfort of being with not one but two national organizations, the National Center for Higher Education Management Systems and the Education Commission of the States, which lost Federal research contracts which they counted on for major parts of their income.

The fact of the matter was that in those cases, it was change that had to happen. As much as we were sorry to see it happen financially, we understood that the resources we had to offer at that point in time were not appropriate to where it was that other people wanted to go.

One of the things that is interesting to me about the research topics—and I'm sure they can be sharpened, and it sounds to me like we're going to hear in some ways that they can be sharpened—for years, we have tried to fix schools by dictating how structures will be changed, by telling people the curriculum to teach, by telling them how it should be taught.

I frankly think that Ted Sizer and a number of other people put their finger on the problem when they said what we never do is try to understand the circumstances in schools which allow teachers and students to achieve extraordinary results. The learning climate in schools is dysfunctional for a majority of our children. The teaching climate in our schools is dysfunctional for a majority of teachers. That is why fewer people want to teach and more people leave teaching. That is why one out of two students either drops our or graduates below grade level.

I think that one of the things we need to focus on in this research and sharpen—I'm not sure it's in here. I hope and I think it is—is how to look at the working climate and the learning climate, the job climate in schools because schools are work places. Until they are fit places for principals and teachers and specialists to go into every day, they cannot, by definition, be good places for young people to learn and learn more and learn better than they have in the past.

So I would simply say as we look at the need for change in our schools—and we understand that this is a country whose very strength is its diversity—that somehow we have to look at a re-

search agenda that welcomes and builds on that diversity, asks that diversity to be responsible and accountable, and begins to focus not only on the "what" that schools do, which we are so good at talking about, but get to the much more elusive, subtle, and I think equally important question of how schools do their business, how they treat administrators, how they treat teachers and how, in the end, students are treated in that learning environment.

Thank you very much.

Chairman OWENS. Mr. Williams.

Mr. WILLIAMS. Thank you. As former chair of this committee, I have three observations developed over the past few years. One of them I share with the gentleman from Texas, and that is that when I was chair here, he and I talked a lot about getting the information up to the teacher; not down to the teacher but up to the teacher, in Del Rio or in Bozeman, Montana. We all need to try to do a better job at that.

The second thing that has begun to bother me is that we really ought to take a close look at whether an appropriate percentage of the dollars at OERI are being used for basic research, or are we really moving an inappropriate number of dollars into centers and ERIC and infrastructure.

If OERI needs more money, I think they ought to scramble and fight for it with GAO, with the White House. They'll have a lot of advocates here on the Hill that will help them. I know it's difficult to move outside of the administration when their marching orders are different.

We need more basic research. Perhaps we need the infrastructure as well in order to get it fully conducted. If that means more money, ask for it. Congress will give it to you. The White House may reject it, but the Congress will give it to you.

Finally, a kind of a sensitive thing, and I don't apply this just to the current or the past administration. That is, we all ought to protect OERI against political influences and political pressures. We ought not to use it as patronage. We ought not to be putting out contracts to old friends. We ought to be doing research. The two don't sit well together—political pressure and good, true research.

Thank you, Mr. Chairman.

Chairman OWENS. Thank you. Mr. Payne.

Mr. PAYNE. Thank you, Mr. Chairman. I'm pleased to be here today with my colleagues and those interested people. I'd like to thank our witnesses for attending this hearing.

Today we are at a critical time in the process of deciding the direction in which we focus our resources on the educational improvement of this Nation. As you know, the state of education in our country has been the topic of discussions for many years.

Currently, across the Nation, we are faced with a large population of people who are barely, functionally literate and, therefore, are not effectively contributing to the Nation's productivity.

In order for our country to compete in the 21st century, we are going to have to have a productive work force. At the rate that we're going, unless there is a serious change, we're doomed to second class quality of life in this nation. We will not be able to compete because we will not have an educated work force. So it's

extremely important that we find out what we're doing wrong and to change it before it's too late.

We estimate that there are up to 27 million Americans who are illiterate. That number vacillates back and forth because I don't think we have a clear meaning of literacy today. Literacy today is not what literacy was 20 years ago. In order to be functional, in order to be productive today in clerical work, you have to, as you all know, be proficient in word processing and be proficient in computers.

So literacy today is different than what the terminology of literacy was, as I mentioned, in the past. Literacy in the future is also going to be a changing and evolving standard of what is literacy. Therefore, we have a very serious challenge in keeping up with changing technology and world competitiveness.

We will be facing a unified Europe in '92 and many, many changes. We have changes of ideologies in government in eastern Europe. With that change, there will perhaps become a new thrust on economic development and education. Therefore, there may be a host of new countries in the future that will be active and competitive on an economic basis.

So we really have a very serious task in front of us to see that our national defense, our national economy, our national productivity keeps pace with the changing world.

I come from a very urban district in New Jersey, the 10th Congressional District of New Jersey. We have faced a host of issues that effect the quality and the availability of education. I'm anxious to hear today's testimony and enter into meaningful discourse.

Our urban areas are seeing record numbers of dropouts. We're having record numbers of young people not performing. As a former teacher, I feel very close to the subject of literacy.

So I'm just here to say that it's going to be very necessary for us to come up with some answers soon. I know we have the capability and we have the will. As we've done in the past, whenever we've had to come up with the answer, our nation has responded. I know we will in this instance, but it's going to take a lot of hard work.

Thank you, Mr. Chairman.

Chairman OWENS. Thank you. For the benefit of all concerned, we want to emphasize the fact that we are here considering a process that still has not been formalized or crystallized. According to the draft memo of April 18, 1989 that I have in my hand, on August 18th, the grant application package was submitted to OMB for clearance and approval.

The announcement has been made, and the goal is, according to this time table, that by January 3rd, the center competition announcement in the *Federal Register* would appear and the grants application packages will be mailed out. So between now and January 3rd, it is assumed that we will have an opportunity to have an influence on this process.

At this point, the subcommittee, or the committee as a whole, does not contemplate legislation to deal with this situation. It is a matter of exercising our oversight rights to try to influence the process. However, I suppose, in extreme situations, legislation could be enacted to alter the course of this whole process. So I wanted to make that clear. The process is what we are concerned with today.

Our witnesses for the first panel consist of Dr. Richard Wallace, Dr. Art Wise, and Dr. David Imig. Be seated, gentlemen. Dr. Richard Wallace is Superintendent of Pittsburgh Public Schools; Dr. David Imig is Executive Director at the American Association of Colleges for Teacher Education; Dr. Arthur E. Wise is the Director for the Center of the Study of Teaching, the RAND Corporation here in Washington, D.C.

Dr. Wallace.

STATEMENTS OF DR. RICHARD WALLACE, SUPERINTENDENT, PITTSBURGH PUBLIC SCHOOLS, PA, PENNSYLVANIA; DR. DAVID IMIG, EXECUTIVE DIRECTOR, AMERICAN ASSOCIATION OF COLLEGES FOR TEACHER EDUCATION, WASHINGTON, DC; AND DR. ARTHUR E. WISE, DIRECTOR, CENTER FOR THE STUDY OF TEACHING, THE RAND CORPORATION, WASHINGTON, DC

Dr. WALLACE. Thank you, Mr. Chairman, and members of the committee. My name is Richard Wallace. I am Superintendent of Pittsburgh Public Schools, one of the Nation's major urban school districts. I also serve as Chairman of the National Advisory Panel for the Research and Development Center for Effective Secondary Schools at the University of Wisconsin, and a member of the National Advisory Panel for the Center for the Study of Writing at the University of California-Berkeley and Carnegie Mellon University.

I found little to quarrel with regarding the substance of the timeliness of the topics proposed for inclusion in OERI's agenda. However, as a school practitioner and as a former director of a regional educational laboratory and former deputy director of a university-based research and development center, I'm greatly alarmed by the lack of differentiation among elementary, middle and secondary levels in the center competition proposed. The general tone of the proposed centers is that levels of schooling in basic education do not make a difference.

The members of the Select Education Committee need to understand that elementary, middle and secondary schools have their own cultures and their own normative structures. Middle schools deal with students who are in a turbulent developmental stage.

We need to know much more about the influence of middle school organization on student learning. We need further to know much more about the effective modes of delivering instruction to a pupil who is neither child nor adolescent. Finally, secondary schools have a culture that is entirely different from middle or elementary schools.

One cannot understand the teaching-learning process in a high school without examining the developmental status of the learner and the organizational context variables that influence school functioning and student learning.

One cannot dismiss the influence of school organization, the developmental stage of the learner or level of schooling has upon all of these research topics. Teaching and learning at any level are determined by the interactions among teachers, the subject to be taught, the level of maturation and development of the student and

the organizational context in which teaching and learning takes place.

While the center competition announcement indicates that all of the centers will address the various levels of schooling under "pervasive themes," experience dictates that what is everybody's business will become nobody's business.

The OERI research agenda cannot provide tangible results for practitioners and the general public unless it is pursued within the context of centers that focus on the level of schooling. The centers for elementary and middle schools at Johns Hopkins University and the center for secondary schools at the University of Wisconsin have done useful, high quality work in their field over the past years. More than most other centers, these research centers have actively involved practitioners as they pursue their research mission.

To lose the foci that these centers have provided on the organizational and developmental context that influences teacher and student engagement in the learning process is shortsighted, from my point of view. To dismantle these centers would be a fatal flaw.

I plea with you to please carry the message to the Committee on Education and Labor, and ultimately to OERI, that it would be a serious mistake to abandon the school level research agenda that has been in existence.

Mr. Chairman, if I may close on somewhat of a personal note, I was a director of a regional educational laboratory for two years and a deputy director of a university research and development center for two years. I left in total and utter frustration and returned to the more predictable business of public schooling and being a city school superintendent.

I was constantly frustrated by the shifting priorities of the U.S. Office of Education. What the members of the Select Committee may not realize is that it takes a minimum of three to five years to develop a good work force and to achieve a tightly focused program within a research and development institution. What the institutions need is stability from OERI, not change.

I think, based on my experience in research and development work and my 17 years as a school superintendent, I know how educational research is done. I think I know what needs to be done. I know what makes sense to practitioners. I can tell you that it does not make sense for the Federal Government to constantly shift its research priorities and to constantly disrupt viable working institutions. I would hope that you would carry this message forward to the total committee and to OERI.

Thank you, Mr. Chairman.

[The prepared statement of Richard Wallace follows:]

TESTIMONY PREPARED FOR THE SUBCOMMITTEE ON SELECT EDUCATION

OF THE COMMITTEE ON EDUCATION AND LABOR

Richard C. Wallace, Jr.
Superintendent
Pittsburgh Public Schools
Pittsburgh, Pennsylvania

I am Richard C. Wallace, Jr., Superintendent, Pittsburgh Public Schools, Pittsburgh, Pennsylvania, one of the major urban school districts in America. I also serve as Chairman of the National Advisory Panel for the Research and Development Center for Effective Secondary Schools, University of Wisconsin and Member of the National Advisory Panel, Center for the Study of Writing, University of California-Berkeley and Carnegie Mellon University, Pittsburgh, Pennsylvania.

I wish to express my concern with the focus of the National Research and Development Centers competition. As I reviewed the proposed list of Research Centers and the research topics to be covered by them, I found little to quarrel with regarding to the substance or the timeliness of the topics proposed for inclusion in OERI's agenda. However, as a school practitioner, and a former Director of a regional educational laboratory and Deputy Director of a university-based research and development center, I am greatly alarmed by the lack of focus on specific levels of schooling in the center competition. The general tone of the proposed centers is that the levels of schooling in basic education do not make a difference.

However one defines the proposed research areas of student learning, mathematics teaching and learning, science teaching and learning, or education in the inner cities, one cannot dismiss the influence that school organization, and level of schooling has upon all of these research topics. The challenge of teaching and the issues of curriculum differ radically depending upon the developmental stage of the learner and the structural organization of the schools in which a student is educated. Science learning, for example, in an elementary school, differs significantly from science learning at the secondary school level. Teaching and learning at any level is determined by the interactions among the teachers, the subject to be taught, the level of maturation and development of the student, and the organizational context in which teaching and learning takes place.

While the center competition announcement indicates that all of the centers will address the various levels of schooling under "pervasive themes," experience dictates that what is "everybody's business" will become "nobody's business." One cannot expect that within a given research center or across several centers that attention will be addressed to organizational context in which schools function and instruction is delivered. It is rather

interesting that only at the post secondary level, does it appear that attention is paid to the variables commonly identified with the social context in which education is delivered.

There is a significant body of research, much of it sponsored by the federal government, that demonstrates that organizational and cultural features of schools affect both students' motivation as well as their ability to learn, and also significantly influences how instruction is delivered. Any educator attempting to change curricula, instructional processes, or learning outcomes, must take into account that the change process is "nested" within levels of schooling that have their own peculiar organizational characteristics. Researchers who fail to take organizational variables into account are likely to produce results that are not useful. While the areas of inquiry included in the proposed competition suggest a program of research relating to learning from early childhood through adolescence, nothing specifically identifies the school organization in which this is to take place. This tells me that integrated research on the organizational properties of schools that influence how instruction is delivered and how students learn, etc., is not important to OERI. It appears as if the proposed centers will deal with the technical presentation of instructional content in "an organizational and developmental vacuum." This posture ignores what we know about the interaction of school organization and the learning process.

I believe very strongly that the OERI research agenda will provide more payoff for practitioners and the general public if it is pursued within the context of centers that focus on the levels of schooling. The Centers for Elementary and Middle Schools at Johns Hopkins University and the Center for Secondary Schools at the University of Wisconsin have done useful, high quality work in their field over the past four years. More than most other centers, these research centers have actively involved practitioners as they pursued their research mission. To lose the foci that these centers have provided on the organizational and developmental context that influences teacher and student engagement in the learning process is shortsighted, from my point of view.

Each of the school-based research centers (Johns Hopkins, Wisconsin) has demonstrated that, research grounded in the organizational and developmental contexts of elementary, middle, and secondary education, can contribute to theory, to the professional knowledge base and to educational practice. The Wisconsin center, for example, was the first to launch a systematic research effort on the question of student and teacher engagement in learning. Their research on non-instructional factors influence adolescents' engagement in the learning process and achievement has produced important new findings. The Wisconsin Center's work on higher order thinking within the secondary school curriculum have given us ways to examine instructional discourse that goes far beyond the general research on "critical thinking." Further, the Wisconsin project on high school programs for at-risk students has clarified key concepts in building the relationship between school practitioners and external agencies working with inner city youth to bring about more

effective delivery of service. From my point of view as a practitioner, it is far more productive to continue the school level research that Johns Hopkins and Wisconsin have begun than to dismantle that research effect and hope that others will pick it up.

It also seems to me that the proposed research area called, "Student Transitions," i.e., that area which explores the educational significance of the maturational changes children and adolescents experience when they progress from one institutional setting to another - - - begs the question of school level research. That area of inquiry requires that one look at the respective institutions level by level. How can "student transitions" be studied without engaging in school level research?

At one point in the new prospectus for research centers stated, "....OERI plans to encourage collaboration among centers and the dissemination of research finding to audiences who can make good use of them." I can tell you from my personal experience in research and development work that this does not happen. I have absolutely no confidence that it will happen! R&D institutions are not in the habit of working with one another in the way OERI would envision. It has not happened in the 25 years in which the centers and laboratories have existed and it's unlikely that it will happen in the future.

The members of the Select Education Subcommittee need to understand that elementary, middle, and secondary schools have their own culture and normative structures. Middle schools deal with students who are in a turbulent developmental stage. We need to know much more about the influence of middle school organization on student learning; we need further to know much more about effective modes of delivering instruction to the pupil who is neither child nor adolescent. The Johns Hopkins Center has made a significant contribution to our knowledge base regarding elementary and middle school education. Their research on cooperative learning has been very helpful to practitioners. Finally, secondary schools have a culture that is entirely different from middle or elementary schools. One cannot understand the teaching-learning process in a high school without examining the developmental status of the learner and the organizational context variables that influence school functioning, and student learning.

It is my hope that the Subcommittee on Select Education will carry the message to the Committee on Education and Labor and ultimately to OERI that it would be a serious mistake to abandon the school level research agenda. That is not to say that new topics presented for research are not meaningful. However, many of the topics proposed will be meaningful only to the extent that they are grounded within the three levels of schooling.

Allow me a personal comment in closing. I am an R&D drop-out. Following a year of post-doctoral studies at Stanford University, supported by the U.S. Office of Education, I spent four years in research and development work. During two of those years, I was Director of the Eastern Regional Institute in Syracuse, New

York, a regional educational laboratory of the Office of Education. Later, I became Deputy Director for the Research and Development Center for Teacher Education at the University of Texas at Austin. I left research and development work seventeen years ago in utter frustration. I was frustraced by the constantly shifting priorities of the U.S. Office of Education. It was almost impossible to get productive work accomplished. What the Members of the Select Committee may not realize is that it takes a minimum of three to five years to develop a good work force and achieve a tightly focused program within a research and development institution. These institutions need stability from OERI, not constant change.

My personal frustration with the ever shifting priorities of the federally sponsored research and development caused me to go back the more predictable business of administering city schools. Since leaving R&D work, I have been a school Superintendent. I believe that I have used insights gained from my research and development work productively in the schools. I have a keen interest in and a commitment to educational research. I know how it is done; I know what needs to be done; and I know what makes sense to practitioners. I can tell you that it does not make sense for the federal government to: (1) constantly shift its research priorities, and (2) to constantly disrupt viable working institutions. The new topics that have been identified by OERI for discipline inquiry are worthy of such inquiry. Let them be added to the existing agenda of basic and applied research one that maintains its focus on the unique requirements of each grade level. Then I believe a significant contribution could be made to the improvement of the practice of education in the United States. Thank you for this opportunity to provide testimony.

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Chairman OWENS. Thank you, Dr. Wallace. I appreciate your brevity. I neglected to say that we have copies of all the testimony that has been submitted. The full written testimony will be submitted for the record. Your oral remarks may highlight your written testimony.

Dr. Imig.

Dr. IMIG. Mr. Chairman, thank you and members of the committee for the opportunity to be here today. I represent an association of 700 schools, colleges and departments of educations, the Nation's universities and colleges.

What I would like to do today is comment in two areas: the current national R&D Centers Competition; and how some of the strengths and weaknesses of that competition may inform deliberations with regard to the future reauthorization of OREI.

In contrast to my colleague, Dr. Wallace, AACT believes that the center missions described in the September 12th *Federal Register* do focus on important educational issues that are comprehensive in their attention to promoting an educated citizenry and are thoughtfully described.

The four themes that are expected to pervade the work of the centers do, in fact, constitute persistent dilemmas faced by society, schools and teachers. AACT is impressed by the attention to developmental approaches to the learning reflected in the proposed center themes.

While very significant work is currently being done in the two centers that Dr. Wallace has talked about that are school-focused, we believe what is proposed by OERI is, in fact, reasonable rather than simply mirroring the current academic structure.

It does provide, given the constraints we're faced with, limited dollars and a limited research agenda, the opportunity for researchers to engage in an educational version of a basic research as well as context for situation specific research. We endorse the spotlight on teaching and learning as the first priorities and as the first priorities in the city. It is certainly one of our nation's most pressing priorities.

The association is particularly interested in the Learning to Teach Center. We agree with OERI's attention to the development of teaching expertise over time, the acknowledgement that this development, in part, is supported by specialized knowledge, and that there is an important link between teaching expertise and student learning. Also, broadening the context of learning to teach to include both university and lower school settings, we believe is a step in the right direction.

In regard to the competition and the Learning to Teach Center in particular, we offer four observations. Given the outcomes sought in relation to funds likely to be available, the sheer number of centers proposed may prove to be troublesome. In order to mount programs researched that treat the center topics seriously, current appropriations are absolutely insufficient. As a result, we do fear surface exploration may become the norm.

Second, we hope that the Learning to Teach Center is encouraged to engage its work and its expertise with the centers on education in the inner cities, educational quality of the work force, mathematics teaching and learning, science teaching and learning,

student learning, and writing and literacy. The idea of interconnection is, we think, very important. The connections are obvious in practical terms, but the intellectual, methodological and theoretical connections must be strengthened.

Third, we think that the conventional funding cycles for centers has been five years. Observations, and I note Dr. Wallace's comments in his experience, suggest that these cycles probably are insufficient to invent, implement and assess the outcomes of programs of research. This is particularly true in terms of research that must account for the complexity of such intentions as learning to teach.

Fourth, directly related to the resources and funding period of centers is the issue of the so-called minicenters. We believe that OERI should eliminate the concept of the minicenter concept and reinvest those funds in the centers to be competed next year.

Thank you, Mr. Chairman.

[The prepared statement of Dr. David Imig follows:]

The Federal Government's Role in Promoting Institutional Research

Testimony of

David G. Imig
Executive Director
American Association of Colleges for Teacher Education

Presented at Hearings of
The Subcommittee on Select Education
Committee on Education and Labor
United States House of Representatives
Hon. Major Owens, Chairman

October 26, 1989

Mr. Chairman, it is a privilege to address this Subcommittee on the forthcoming National Research and Development Centers competition. I am here today representing the American Association of Colleges for Teacher Education. AACTE is a national, voluntary professional association of colleges and universities with programs to prepare teachers and other school personnel. Our members include major research universities as well as four-year liberal arts colleges. Collectively our member institutions prepare approximately 85% of new education professionals each year. Faculty in AACTE institutions are engaged in basic and applied research and the integration of research findings into the teacher education curriculum.

My comments this morning will focus on two areas. The current National R&D Centers competition: topics, the suggested number of centers, their proposed scope of work, and their funding requirements. The second area will consider how strengths and weaknesses of the competition can inform deliberations in regard to a future reauthorization of OERI.

In general, AACTE believes the center missions described in the September 12th Federal Register focus on important educational issues, are comprehensive in their attention to promoting an educated citizenry, and are thoughtfully described. The four themes that are expected to pervade the work of the centers, (student and teacher engagement, cultural diversity, student transitions, and middle grades and high school) constitute persistent dilemmas faced by society at large and schools and teachers in particular.

A number of the currently funded National R&D Centers are housed in AACTE member institutions. In addition, we anticipate that many of our members will individually and in consortia compete for new center awards. For that reason, we are hesitant to suggest that certain center missions have more merit than others. We are, however, impressed by the attention to developmental approaches to learning reflected in the proposed center themes. We believe this is more reasonable than approaches that simply mirror the current academic establishment. For example, efforts aimed at young children or adults makes considerable conceptual and practical sense, in contrast to the school level and/or subject matter focus of existing centers. It also provides an opportunity for engaging in the educational version of "basic" research as well as context- or situation-specific research. We also endorse the spotlight on teaching and learning in cities, certainly one of our nation's most pressing priorities.

My earlier comments notwithstanding, AACTE is particularly interested in the Learning to Teach Center. We agree with OERI's attention to the development of teaching expertise over time, the acknowledgement that this development, in part, is supported by specialized knowledge, and that there is an important link between teaching and student learning. Also, broadening the contexts of learning to teach to include both university and lower school settings is a step in the right direction.

In regard to the competition as a whole and the Learning to Teach Center in particular, I offer four observations:

1. Given the outcomes sought in relation to funds likely to be available, the sheer number of centers proposed may prove troublesome. In order to mount programs of research that treat the center topics seriously, a funding level of under $ 1 million per year may be insufficient. AACTE worries that surface exploration may become the norm. Naturally, if the number of centers is reduced, we assume the funding levels for the remaining ones will be raised.

2. The Learning to Teach Center should be encouraged to engage its work and its expertise with the centers on education in the inner cities, educational quality of the workplace, mathematics teaching and learning, science teaching and learning, student learning, and writing and literacy. The connections are obvious, in practical terms, but the intellectual, methodological, and theoretical connections must be strengthened. A case might be made for higher-than-typical funding for the Learning to Teach center in order to support the formulation, nurturance, and refinement of this latter group of linkages.

3. The conventional funding cycles for centers has been five years. Observation and experience suggest that these cycles are insufficient to invent, implement, and assess the outcomes of programs of research. This is particularly true in terms of research that must account for the complexity of such intentions as "learning to teach." Further, if we read the Federal Register accurately, the expectation is for the next round of centers to move beyond descriptions and explanations and engage in quasi-experiemental/normative studies. These studies are more demanding of time and resources than are inquiries into the nature and outcomes of existing efforts.

4. Directly related to the resources and funding period of centers is the issue of so-called minicenters. These three-year grants at about $100,000 per year strike us as an inadequate response to the decades-old complaint of individual researchers that they are denied funding because of the investment in the research and development centers. OERI should eliminate the minicenter concept and reinvest those funds in the centers to be competed next year.

The national R&D centers competition also provides an opportunity for reflection on those aspects of the Federal research enterprise that may need attention during a future reauthorization. I would like to suggest four such areas:

1. Although competitions for both regional laboratories and national research centers are underway, there appears to be little encouragement for program or process coordination. When the Congress established NIE and the research centers and regional labs, relatively close linkages between them were envisioned. Over time, these linkages

have faded. We find in the description of center missions put forward by OERI increased emphasis on dissemination. While at the same time, regional labs are under pressure to conduct evaluation and research studies. These new directions may be appropriate, but it is important that the essential relationships between the laboratories and centers be retained and supported.

2. Five or ten years ago, research conducted in, or supported by, state educational agencies was limited to test development and program evaluation. However, with the growth of state agencies and need for research on context-specific issues, states are beginning to conduct and support more sophisticated research. It is important that the federal government, through OERI, systematically access this work. This might be done thematically through the national centers or regionally through the laboratories.

3. Critics of OERI assert that the agency's priorities and procedures too often reflect short run political goals of the Administration in office. A tension between Congress, the administration, and the research community is a natural outcome of a government supported R&D system. If this tension can't be eradicated--and I believe it cannot--then we must look for mechanisms to neutralize its potential negative effects. One suggestion worth consideration is reestablishing a national policy board to set broad goals for OERI and oversee the implementation of policies and procedures aimed at protecting the missions and operations of the agency from direct political interference. NIE, and for a time OERI, was overseen by the NCER. But NCER rather than protecting NIE and OERI from political influence and ineptitude became a vehicle for politicizing the agency. While there appears to be a need to establish a policy board for OERI, the mistakes of the past should not be repeated.

4. One of the most challenging concepts to emerge from the school reform movement has been that of "integrated services." With the child presently the focus for a variety of community service agencies, is it possible to integrate those services into a coherent whole and provide them to at risk children and youth? This approach has dramatic implications for the conceptualization and conduct of educational research. The Congress should confirm the Secretary of Education's responsibility for coordinating the planning and execution of the many research and development activities of the Federal government that are related to child development, education, and training. To that end, an interdepartmental committee should be established and chaired by the Secretary of Education. This committee should report to the Congress and the research community on the status of education-related research and development. This report should give particular attention to the overlap of effort and to issues of concern to the Congress that may be receiving inadequate attention. OERI, for example, identified four pervasive themes among the ideas and comments offered during the centers competition planning process. While these themes are certainly

important, a very different set might have been generated if an integrated research approach were employed.

Last year AACTE, working with colleagues from the Council for Educational Development and Research prepared a paper, "Enhancing the Federal Government's Capacity to Support the Improvement of Education Through Research and Development." In this document, we speak to some of the points I have raised today. A copy is appended to my testimony.

Enhancing the Federal Government's Capacity
to Support the Improvement of Education
Through Research and Development

THE AMERICAN ASSOCIATION OF COLLEGES FOR TEACHER EDUCATION
THE COUNCIL FOR EDUCATIONAL DEVELOPMENT AND RESEARCH

Enhancing the Federal Government's Capacity
to Support the Improvement of Education
Through Research and Development

Introduction

Education is the primary way that society provides for its future. Virtually all other social institutions and social policies, with the exception of scientific research, aim to remediate existing problems, provide current services, or sustain health and income security. In the last few years, the nation has sought to make major changes in the quality of our educational systems. Yet, as is true for improvements in our national defense and our health system, the successful design and implementation of educational improvements depend on the existence and accessibility of well documented knowledge.

Ironically, while the country's commitment to improving its schools has increased, and while there is a growing recognition that the future of the nation will be influenced more than ever before by the quality of the education received by all its citizens, the funds allocated to educational research and improvement have declined dramatically. The perceived need to deal with the budget deficit may delay action on new and more effective federal efforts to enhance child development and education. But, even if new policy initiatives are not now feasible, this is the appropriate time to develop the knowledge that will permit resources to be used efficiently and with maximum impact when the opportunity to make the necessary investments in our children--and in our future--occurs.

It seems clear that the federal government's capacity to support improvements in education through research and development is both under-funded and less effective than it needs to be. This brief paper and outlines several proposals for improving the quality and cost-effectiveness of federal research and development activities related to education. These proposals deal with mechanisms for increasing coordination and cooperation, new approaches to organizing existing programs, needed new activities, and ways to improve administrative and management practices.

The Need for a Research and Improvement SYSTEM

The ultimate purpose of educational research is, of course, the improvement of learning opportunities and outcomes for the nation's citizens. The process of improvement starts with the identification of possible alternatives for improving education-related policies and practices and careful research to discover the relative effectiveness and efficiency of these alternatives.

Research should lead to the specification of models that can be implemented in a range of settings and the testing of the effectiveness and costs of the new models. This step is essential because virtually all educational strategies are influenced importantly by conditions that often vary considerably. Understanding how these differences affect the efficacy of the strategy and building such understanding into models for improvement is essential in order to achieve effective changes in management procedures,teaching, curriculum and other factors that influence student learning.

Once effective practices and policies are identified, and the conditions that influence their relative effectiveness in different settings are specified, this information needs to be disseminated in a variety of forms and formats. Dissemination, however, is seldom sufficient, in itself, to ensure the adoption and implementation of a new activity--no matter

how promising the research suggests that the activity may be. In order to effectively implement educational improvements, it is frequently necessary to provide the implementing agencies with technical assistance and to develop training models that can themselves be effectively implemented.

This process of improvement is complicated and it is costly. But its complexity and cost pales in comparison to the complexity and cost of the nation's educational systems. There is extensive evidence that supports the proposition that each of the elements of the educational research and improvement systems just outlined here is essential to bringing about major changes in our social institutions. Federal policy and programs should reflect an appreciation for and facilitate the integration of all elements of the research and improvement system.

Coordination of Federal Research and Development Related to Education

Research related to learning and instruction and the consequences of education is carried out in numerous agencies of the federal government and in a number of offices within the Department of Education (ED). No plan guides these efforts and no process exists for assessing what is being studied and demonstrated or the effects of these various efforts on the accumulation of knowledge and the improvement of policy and practice.

The Congress should confirm the Secretary of Education's responsibility for coordinating the planning and execution of the many research and development activities of the federal government that are related to child development education and training. To that end, an interdepartmental committee should be established chaired by the Secretary of Education. This committee, which would have a small secretariat, should report to the Congress biannually on the status of education-related research and development. This report should give particular attention to the overlap of effort and to the issues of concern to the Congress that are receiving inadequate attention.

The Secretary of Education should establish a department-level coordinating council to facilitate planning and cooperative research and development within ED and to prepare an annual report on the effort being invested in developing and facilitating the use of knowledge related to problems and issues identified by the congress and the Secretary as priorities for educational improvement. This coordinating council should be chaired by the Assistant Secretary for Research and Improvement and provided with a small staff to facilitate its work.

Encouraging Innovation and Assessment

When the National Institute of Education (NIE) was established, research and development activities from various divisions, but not all divisions, of the Office of Education were centralized. Over the years, the funds available to NIE and its organizational successor, the Office of Educational research and Improvement (OERI), have dwindled. Research and development activities tied more closely to line agencies of ED, on the other hand, have been sustained and have developed strong constituencies. For example, higher education, vocational education, bilingual education, and special education have mission-oriented research and development activities that serve to provide opportunities to encourage innovation, evaluate new or existing practices, disseminate information, and support training models. But there is no such capacity associated with mainstream elementary and secondary education. A big step toward addressing this problem was taken in 1988 when Fund for the Improvement and Reform of Schools and Teaching (FIRST) was

created. FIRST should be fully funded and should be amended to provide for clearer authority to support evaluation and research aimed directly at school improvement. We further urge Congress to expand the authority and resources of the Fund for the Improvement of Post-secondary Education (FIPSE) to give it greater capacity for evaluation and dissemination than it now has.

Strengthening the Office of Educational Research and Improvement

OERI was established (P.L. 96-88) as the principal research and development arm of the ED and the Federal Government's point agency for education-related research. Unfortunately OERI's credibility and its funding continues to be questioned and the office has been under constant attack. Its problems, like those of its predecessor, NIE, are not necessarily associated with political parties or individuals. The entire federal effort to improve education badly needs the underpinning provided by an effective R&D base. For example, the massive federal programs (e.g., Chapter I) will never reach their potential until educational R&D can develop or identify validated practices that make a real difference with at-risk children.

OERI should be strengthened by:

- shielding the agency from short-run and narrowly partisan pressures
- reorganizing major units
- professionalizing staffing and working conditions
- ensuring the production of new knowledge
- improving operating practices
- enhancing capacity for dissemination and technical assistance

Buffering OERI from Narrow Influences

Critics of OERI assert that the agency's priorities and procedures too often reflect short run political goals of the Administration in office. There appears to be a growing interest in reestablishing a national policy board that would set broad goals for OERI and oversee the implementation of policies and procedures aimed at protecting the missions and operations of OERI from direct political interference. Some observers have pointed to the National Science Board as a model of what is needed. NIE, and for a time OERI, was "overseen" by a policy board called the National Council for Educational Research (NCER). But NCER, rather than protecting NIE and OERI from political influence and ineptitude, became a vehicle for politicizing the agency. Over the last four years, the role and influence of the board has diminished.

While there appears to be a need to establish a policy board for OERI, the mistakes of the past should not be repeated. A Board would advise the Assistant Secretary for Research and Improvement but would report to the Secretary on all education and improvement activities of the Department. The new National Educational Research and Improvement Board (NERIB) should have the following characteristics:

- Responsibility for setting long-term general goals, including the priorities to be given to particular problems and issues of continuing and substantial concern to the American people.

- Members appointed on a bipartisan basis by the President of the United States. The qualifications for members would be specified in the authorizing legislation.

It has been suggested that membership on the board be representative of different constituencies, such as teachers, local and state administrators, local and state board members and scholars from education and other disciplines. In practice, however, such qualifications have no necessary representative implication. Thus, Presidential appointees to the Board should be selected from among nominees from national organizations identified by the Secretary of Eduction as representing key participants in the provision of quality education for all Americans. It should be clear that Congress expects that the Board will be bipartisan and that its members' be "distinguished" for their accomplishments related to research and improvement.

- o Authority to conduct regular program audits of OERI and other research and improvement activities of ED and report to the Secretary, the President and the Congress on the results of these audits. In particular, the Board, as does the National Science Board, should report on the strengths and weaknesses of educational research and improvement activities highlighting achievements and needs related to topics of especially high priority.

- o A small professional staff whose director would be appointed by the Secretary.

The proposed national board would provide one mechanism for increasing the confidence that the Congress and the public has in the nonpartisan and professional direction of OERI. Another way to achieve this goal would be to establish a technical advisory council for research. Such a body already exists for the National Center for Educational Statistics and seems to be achieving the goals set for it by the Congress. Members of an Advisory Council for Research and Improvement (ACRI) would be selected by the Secretary from nominees identified by the National Academy of Education. ACRI would include both researchers and practitioners of national renown for their expertise. The functions of ACRI would relate to the implementation of policies and programs, not to the setting of priorities.

Restructuring OERI

OERI has undergone major reorganizations in the last nine years and they have been accompanied by a weakening rather than a strengthening of the agency. Nevertheless, there is a need to further develop the structure of OERI in order to (1) facilitate coordination of research and improvement activities (2) reduce the vulnerability of the research function to both cuts in funding and requirements that research projects have a short-run effect on policy and practice, and (3) enable the agency to conduct new studies that will engage a larger number of qualified researchers and practitioners. OERI should have three major divisions, The Center for Educational Statistics, the Division of Library and Information Services, and a National Center for Educational Research and Improvement (NCERI). The first two of these units would encompass the activities they now encompass. NCERI would include all other functions of OERI.

Professionalizing OERI

As is true for all organizations, OERI's credibility and effectiveness is fundamentally determined by the quality of the personnel the agency is able to recruit and retain. In striking contrast to the situations at the National Science Foundation and the National Institutes of Health, too many members in OERI are lacking in professional expertise and appropriate experience. Moreover, many of the best qualified staff members frequently

seek places in other agencies and offices because of the support they have in these agencies to carry out their professional responsibilities. The "excepted authority" to hire personnel so as to provide flexibility and attract high quality research and improvement professionals has been abused. Insufficient resources are available to permit effective staff work, and agency personnel have few opportunities for professional growth.

Several steps must be taken to reestablish the credibility of the OERI staff. These steps, in turn, will increase the effectiveness and professional character of the ways OERI's important missions are pursued. First, excepted appointment authority should be used to attract a cadre of Fellows to OERI who would serve one to three year nonrenewable terms. These Fellows would be highly qualified research and improvement professionals selected in open, competitive searches. They would bring state of the art knowledge to OERI. To attract and retain well qualified people, OERI Fellows should be permitted to engage in collaborative activities with organizations qualified to receive OERI support.

Second, the backbone of the agency's personnel -- no less than one-half -- should be a permanent group of professionals selected through competitive civil service mechanisms. Third, agency personnel should be provided with resources necessary to carry out their jobs. (While this last point seems obvious, resources are inadequate to permit site visits prior to awards even where millions of dollars are at stake). Fourth, the OERI research library, which serves both OERI staff and the entire Department, should be recognized as an important element in a plan to provide adequate resources. Fifth, Intergovernmental Personnel Act (IPA) assignments should be used to ensure that civil servant professionals have opportunities to learn and to gain knowledge of the types of institutions with which they work or to which their efforts are directed.

Protecting the Research Base

Understandably, policy makers and practitioners want OERI and other research programs of ED to deliver answers to problems. Historically, this has resulted in a decreasing share of the funds available for research and improvement being allocated to basic and applied research. This is akin to building aqueducts without attending to the wellsprings and reservoirs from which the water they are to carry will come. Even within OERI, research -- especially basic research and studies funded by non-institutional grants -- have received inadequate priority. And, centers have been asked to divert increasing amounts of their resources from research to dissemination.

At one point in the history of NIE, it was policy that no less than 30 percent of research and improvement dollars should be spent on basic research (as defined by the Office of Management and Budget). We are now a long way from that goal. Currently, the bulk of OERI's research and improvement dollars goes to support the research community's infrastructure: the university-based research centers, the regional educational laboratories, and the ERIC clearinghouses. This base should be nurtured and protected. But new funds, over and above the base, should be sought. Eventually OERI ought to be spending about 30 percent of its dollars on basic research. Eventually, field-initiated proposals ought to command 20 percent of the agency's funds.

Making More Effective Use of Resources Available for Education-related Research and Development

A number of changes in OERI practices and procedures should be made to increase the effectiveness with which the agency's limited resources are used. Such changes should include:

- Substantial revision of the peer review process to ensure the technical capacity of the reviewers. The two-tier panel review process should be discontinued (it has not been employed lately).
- The competition for national research centers should be staged so that no more than one-third of the centers are competed at the same time.
- The definitions of the missions of the national research centers should be general in nature and awards should be made on the basis of quality of the proposed research rather than its fit with the research questions identified by the OERI staff. One purpose of peer review is to establish the ability of the competitors for grants to define the problem and propose appropriate ways to address it.
- Labs should not be prohibited from undertaking research if such inquiry (e.g., the evaluation of new practices) would contribute to their primary mission.
- Rather than specifying particular amounts to be allocated to each project or center being competed, OERI should identify ranges of funds available and make awards based on the quality of the proposals. Indeed, it should be possible to make more than one award in each category of competition if the proposals represent different strengths. (Attention might be drawn here to the procedures used by NIH in funding "Program Projects" in broad areas of national priority.)
- All centers need not receive 5 year awards. Some awards might be for shorter durations. As at NSF and NIH, assurances could be made that research on particular topics would extend over long periods during which potential competitors could challenge a given center (cf. the way competitions are conducted for the authority to administer the National Assessment for Educational Progress).
- OERI and the Secretary should be clearer about national priorities and encourage an on-going discussion and debate about those priorities. Long lists of topics have characterized the identification of priorities in recent years with the consequence that virtually all topics seem to be of equal importance. This makes the priority setting exercise meaningless and unworthy of participation. Moreover, it misleads the Congress and the public by suggesting that some issues are being funded when in fact they receive little attention. For example, neither "right-wing" priorities nor the pressing needs of disadvantaged children have, in fact, received much funding during the last several years, despite impressions to the contrary. The proposed National Board for Educational Research and Improvement could become the vehicle through which the highly visible priority setting suggested here could be implemented.

- OERI should make use of both grants and contracts as the mechanisms for allocating funds and should respect the principles that differentiate these two funding mechanisms.

Consideration of Basic Restructuring

The severe problems of maintaining a well-funded and respected educational research and improvement agency within the Department of Education suggests the desirability of rethinking the basic organizational arrangements now in place. One proposal that is recurrently discussed is to emulate the National Institutes of Health model. This approach might facilitate better linkage to and support from policy makers, educational practitioners and the general public.

As a step in this direction, consideration should be given to establishing a National Institute for Urban Education (NIUE). A NIUE would address one of the major and most intractable set of problems confronting the nation. Its activities could encompass the new Center for Research on Education of the Disadvantaged; a field-initiated research grants program; the identification, through the funding research and evaluation at state and local levels, of existing effective practices, including those involving interagency cooperation, the development of training models, competitively allocated support for state-level research and development on urban education, and dissemination activities. The Director of NIUE would report to the Assistant Secretary for Research and Improvement, whose office would provide for necessary planning and consideration. It would have its own National Advisory Board.

Conclusion

For some, education reform has meant the return of our schools to some imagined "good old days". But most knowledgeable educators and policy makers know that our schools are not now and never have been as good as they need to be. Readying the nation to meet the educational challenges it now faces, much less preparing it for the even greater demands the future will bring, is a federal responsibility. To leave the federal educational research and improvement capability in the underfunded and disorganized and demoralized condition it is now in is to deprive the reform movement of the rudders needed to guide the redirection and the new fuel needed to overcome both inertia and competition.

Chairman OWENS. Thank you.

Dr. Arthur Wise.

Dr. WISE. Mr. Chairman, members of the committee, I am pleased to testify at this hearing on the Office of Educational Research and Improvements proposed National Research and Development Centers Competition.

In my opinion, the proposed topics represent a reasonable selection from the universe of educational problems and research possibilities. OERI has engaged in a careful review. Research on the designated topics will make a useful contribution. Certainly, however, there are other topics which merit attention as well.

I am not here to second-guess the process or the set of decisions arrived at by OERI. In your letter to me, you asked whether the proposed topics will meet the Nation's educational research needs for the 1990s and beyond. To that question I must answer an unequivocal no.

The amount of money being expended on educational R&D is utterly inadequate. The centers that you are looking at currently represent a total investment of some $10 million. We currently spend some $330 billion a year on American education. We spend on educational R&D the proverbial spit in the ocean. We spend an infinitesimal fraction of the operating budget of the schools, a significantly infinitesimal fraction representing way less than one percent.

For industry as a whole in America, we spend over four percent across all industries. Many industries which rely upon a scientific base spends 10 or 15 or 20 percent of their revenues on research.

We are not serious about educational research and development in this country. At the same time as we are talking about this level of investment, we have recently seen the education summit, an unprecedented event with the governors coming together with the president to discuss the very grave problems that American education faces.

At the summit, the president and the governors agreed to set goals in seven major areas. They regarded these problematic areas as highly in need of new attention. They also call for a fundamental restructuring of America's schools. Effort and money will be necessary to bring about these changes. However, they alone will not be enough. We need new knowledge, new techniques, new products, new alternatives, new ideas.

Sad to say, the Federal investment and educational R&D has declined by some 70 percent between the early 1970s and the late 1980s. Sound new knowledge and well-tested products are in extremely short supply.

Many of the new "solutions" being advanced today have no theoretical or empirical foundation. That means that people are beginning to make change for the sake of making change without any sound footing for knowing whether the changes that they are making will, in fact, improve the quality of American education. We are watching as the American educational system thrashes about, wastes money, and, most importantly, wastes energy, human energy, as people seek change for the sake of change.

Americas schools are operating with a mission and structure, which dates from the early 1900s when we created a school system

to help transform our economy from an agricultural one to an industrial one. The factory model of schooling has served us reasonably well, but it is time now for a change. We need a new educational system that will help transform our economy from an industrial one to a post-industrial one. We need more education for more people.

The time is right to mobilize educational R&D to help cure the Nation's educational ills and to restructure the Nation's schools. Congress should, in my opinion, create the National institutes of education, which would be five or seven mission-oriented institutes, which would have clear and cogent targets and would therefore be accountable.

The president and the governors announced seven areas where they were concerned, but I would suggest that this committee ought to hear testimony from at least the following: Ernest Boyer, who has a five-part encapsulation of educational problems; the National Academy of Education, which is compiling a list of breakthrough research opportunities in five areas; the National Governors Association, which produced a six-item agenda; the Business Coalition for Educational Reform, which also has a six-problem focus; the Congressional Democrats, which identified six goals; and others.

This committee should develop a cogent configuration of educational problems that can be turned into institute missions. To this end, I would suggest an investment, as has this committee in the past, of at least one percent of the total Federal investment in education—that would be $220 million—which would still be a mere fraction of the overall operating budget of American education.

Such a total would allow each institute to operate at at least $40 million a year. This kind of proposal, the creation of a set of institutes, the National Institutes of Education, would convey the idea that we are serious about educational R&D, that we are serious about using educational R&D to improve American education, and that we are prepared to make an investment of serious proportion in order to bring about that result.

Thank you, Mr. Chairman and members of the committee.

[The prepared statement of Dr. Arthur Wise follows:]

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TESTIMONY OF ARTHUR E. WISE

BEFORE THE

HOUSE SUBCOMMITTEE ON SELECT EDUCATION

October 26, 1989

Arthur E. Wise is director of the RAND Center for the Study of the Teaching Profession and Chair, Government and Professional Liaison Committee of the American Educational Research Association. The views and conclusions expressed are those of the author and should not be interpreted as representing those of The RAND Corporation or any of the agencies sponsoring its research.

Mr. Chairman and Members of the Committee:

I am pleased to testify at this hearing on the Office of Educational Research and Improvement's proposed National Research and Development Centers Competition. In my opinion, the proposed topics represent a reasonable selection from the universe of educational problems and research possibilities. OERI has engaged in a careful review and research on the designated topics will make a useful contribution. Certainly, there are other topics which merit attention as well.

You ask, however, whether the proposed topics will meet the nation's educational research needs for the 1990s and beyond. To that question, I must answer no.

America's leaders are seeking non-incremental change in schools; incremental change in the educational R&D structure will not do.

America's schools are operating with a mission and structure which is 100 years old. At the turn of the century, the "captains of industry" created schools that mirrored the best thinking of contemporary industry. They created the factory school, which taught the basic skills and the habits needed by industry pretty well. That vision was driven by and facilitated the transformation of the economy from agricultural to industrial.

Now our leaders seek to transform the mission and structure of today's schools to mirror the transformation of today's economy from industrial to postindustrial. How can more students be brought to higher levels of intellectual functioning? How should schools be structured to achieve this result?

Nothing less than a restructuring of OERI and a significant increase in the federal investment in educational R&D will do. The educational R&D system must be restructured to help restructure American education.

CALLING FOR 'NATIONAL INSTITUTES OF EDUCATION'

At last month's education summit, President Bush and the nation's governors agreed to set national goals in seven areas: the readiness of all children to start school; the performance of students on international achievement tests; the reduction of dropout rates; the functional literacy of adults; the level of training necessary to guarantee a competitive workforce; the supply of qualified teachers and up-to-date technology; and the establishment of safe, drug-free schools.

Addressing these concerns--which include some of the most intractable problems in American education--will require strengthened effort on the part of educators and students. Solutions may also mean reallocating existing resources or tapping new resources.

But effort and money alone will not be enough; if they were, the problems would not be so longstanding or so pervasive. New alternatives--new knowledge and new products--will also be necessary. A major source of fresh ideas and techniques can be federally sponsored research and development--provided that the federal educational-research apparatus is overhauled.

With the House Subcommittee on Select Education set to begin hearings soon on the reauthorization of the Education Department's Office of Educational Research and Improvement, the time is ripe to mobilize research in seeking cures for the nation's educational ills. Taking the summit's proposals as its starting point for these hearings, the Congress should move to replace the current research structure with mission-oriented institutes, each directed at a major educational goal or problem.

Research and development is one of the clearest education responsibilities of the federal government. The reauthorization hearings for the OERI typically involve abstract discussion of the relative emphasis to be given to basic research, applied research, development, improvement, and dissemination. Or they concern the extent to which the federal government should conduct its research through field-initiated proposals, programmatic research, centers, laboratories, contracts, nationally planned reforms, and locally initiated reforms.

The hearings sometimes focus on areas to be covered, such as teaching or learning. Occasionally, they consider the relative merits of psychological, sociological, or economic inquiry. But rarely do they directly engage the nation's educational problems or goals.

The existing structure is not mission-oriented. The OERI is currently organized by function: Its programs include the fund for the improvement and reform of schools and teaching, the office of research, and programs for the improvement of practice. The Office of Research itself is organized by area: education and society, higher education and adult learning, learning and instruction, and schools and school professionals. This structure does not create a compelling set of targets for research; as a result, the enterprise lacks accountability.

And over the last two decades, the federal government has been systematically disinvesting in educational research. According to the General Accounting Office, the federal investment declined by 70 percent in real terms between the early 1970s and the late 80s.

As the nation embarks on a restructuring of the education system, it will discover that *sound* new knowledge and *well-tested* products are in short supply. It will also find that many of the proposed "solutions" to current problems have little theoretical or empirical grounding. Is school-based management, for example, compatible with externally imposed goals? What are the consequences for students of introducing market incentives to schools and their staffs? Will more measurement of skills create the intellectual capital needed to drive the postindustrial economy?

If the nation's schools must change, our leaders should direct those changes on the basis of established knowledge and well-tested alternatives. Otherwise, schools will change but will not improve. And they will waste resources in poorly grounded efforts simply to do things differently.

Incremental change in the educational-research structure will not do if America's leaders are seeking non-incremental change in schools.

Let us envision a new set of research institutes to be created by the Congress and to be called, perhaps, the "national *institutes* of education."

As the allusion in this title suggests, one model for such a reorganization of educational research might be the National Institutes of Health. Congressional hearings concerning the NIH deal less with functions, ways of doing business, or disciplines than with diseases to be cured or problems to be solved: In recent years, the Congress has established new institutes, such as the National Cancer Institute, to address specific diseases--that is, specific problems.

The NIH has grown in importance as the Congress, researchers, and other interested parties have interacted about health issues and research breakthroughs. Each new institute increases the overall activity and impact of the NIH, and creates new sponsors, advocates, and constituents, including but extending well beyond members of the medical and medical-research communities.

Organized in an analogous fashion, the federal structure for educational research could help crystallize thinking about the needs of our schools.

The seven concerns identified by the summit's participants represent one potential set of "missions" on which to found national institutes of education. Several other groups and leaders have suggested perspectives that, while differing in some particulars, reflect a large area of consensus about the nation's education problems. Examples include the outlooks offered recently by the National Academy of Education; the newly formed Business Coalition for Education Reform; Ernest L. Boyer, president of the Carnegie Foundation for the Advancement of Teaching; the nation's governors in their agenda for the

summit; and Congressional Democrats in their proposed list of national goals.

The imminent reauthorization discussion should focus on these configurations of problems and goals, with a view toward establishing five to seven mission-oriented institutes.

Right now, the nation spends approximately $330 billion a year on education; the federal government currently spends about $22 billion. Some have suggested that a federal research budget on the order of 1 percent of that total--$220 million--might be a reasonable target; such a figure would nearly triple the present level of research funding. With a budget of this size, five institutes could be funded at $40 million each. In fact, there is already an institute within the Education Department, but outside the OERI, functioning at approximately this level: the National Institute on Disability and Rehabilitation Research.

A few other features would round the system out. The institutes should conduct programmatic research and development. But so that the creativity of the field is fully tapped, each institute should also set aside 15 percent of its budget to be separately managed in a field-initiated-studies program with a budget totaling about $33 million. Research centers, operating at $1 million or $2 million a year, could be dedicated to one institute or could serve several. Regional laboratories could help their regions focus on the institute missions.

A "headquarters" could coordinate activities across the institutes. It might, for example, manage center and labor competitions. Headquarters would also balance the ways of doing business, ensuring that there would not be unnecessary duplication.

Not only the organization of the NIH but also those of the National Science Foundation and the newly restructured National Center for Education Statistics might suggest ways of holding the institutes to their missions. And once the first institutes were launched, they ought to be around for a long time. As new problems or opportunities emerge, the Congress could consider creating additional institutes.

The renaming and appropriate reorganizing of the OERI as the "national institutes of education" would signify serious and sustained federal attention to the nation's gravest educational ills.

Thank you. I would be pleased to answer questions.

Chairman OWENS. Thank you. Let me begin by asking you to help us to place this discussion in the proper focus. I think if you heard our opening statements, you know that all of us up here consider ourselves to be experts on education, whether we have good reason to believe it or not.

The first mistake we would like not to make, and ask for your help in clarifying, is that we don't want to lump the research centers, the labs and the educational research information clearing houses all together.

Are the research centers special and does research have a special place in this process that we have to consider differently from the way we consider the function of the labs, for example? You must package it, and you must get it out and disseminate it. Are we not already putting the labs in the kind of a bind that a research organization should not be put in?

My second concern is: are we making a mistake by working within the current stagnate, status quo setup? Under the present budget, a certain number of centers are funded. OERI has proceeded on the assumption that the budget will remain the same; therefore, the department must cut out a few centers here and add a few there. That's the set up that we have to work within.

Should we not talk about the kind of set up which would provide the optimum approach to research and development? That gets into Mr. Wise's very useful statement reminding us that education is a $330 billion enterprise, and that in most industries, at least one percent of the budget is set aside for research and development and sometimes it goes much higher, as high as 15 percent.

I think that if we took one percent and asked the Federal Government to use it for research and development in the area of education, we would not necessarily provide a research and development budget of $3 billion. Since I assume that private industry, universities, and other people are doing some research and development, why not have a goal of $1 billion as the Federal Government's contribution?

Since we are not involved in education in any other ways, why not have the Federal Government take the lion's share of the burden in terms of research and development in education, at least for the public sector, and talk about a $1 billion budget? What do we dare think of, or dream about, when we talk about this?

If we had more money and we moved toward a $1 billion budget in research and development, should we have more centers or should we have the same number of centers with more money; or should we have fewer centers with much more money or should we have, as Dr. Wise has proposed, institutes of education, which moves in the direction of fewer centers with more money.

Should the funding cycles be as they are now? The law does not specify any funding cycle. I'd like to see this addressed in the next reauthorization of OERI. The funding cycles are generally five years. Should centers be evaluated after each five-year funding cycle?

Is it possible to evaluate research center operations and come up with some kind of criteria which indicates that they are doing the best that can be done in their particular area of research, and then decide that the next funding cycle for that particular center ought

to be 10 years? A 10-year funding period might meet some of the needs of the Congress to carry out its oversight functions and accountability and at the same time provide more leeway for researchers.

Can you comment on all of these matters in two or three minutes?

[Laughter.]

Don't ask me to restate the question.

Dr. WALLACE. Let me try to respond to some of them. First and foremost, I think what you have to understand—and I'm sure you do—in the schools, and it's certainly true in higher education institutions as well, it takes a minimum of three to five years to get any organization up and get it functioning.

You also need to understand that a lot of these——

Chairman OWENS. Is that a law or a theory or is that the way things are and they might be improved?

Dr. WALLACE. That is a finding from research——

Chairman OWENS. The way things are?

Dr. WALLACE. Yes, that's true.

Chairman OWENS. You could probably do better than that?

Dr. WALLACE. I don't think so.

Chairman OWENS. It's always going to take you three years to get started?

Dr. WALLACE. A minimum of three years because, as Mr. Smith pointed out in his opening statement, you are talking, at least in terms of schools and also in terms of percentage, you are talking about social institutions.

Chairman OWENS. Then it's always going to be this way?

Dr. WALLACE. It's going to take you time to get the organizations to begin to acquire new behaviors and to move in a new direction. In the research that I was engaged in at the University of Texas, which was carried on over a period of 15 years, indicated that it takes a minimum of 3 to 5 years to bring about substantial changes in an educational institution, be it basic education or higher education.

So with respect to the funding cycles, it seems to me that within a five-year period, you can make some judgment as to whether a research center is functional or not, keeping in mind that it takes time to pull a work force together, to get them focused, to get them organized and to produce work.

If they have been judged to be effective, given the mission that they were ascribed in the first place, it makes eminent good sense to me to give them 10 years of funding because it takes that long to do the research, to translate it into interactions with schools and make a difference in the schools. So with respect to timing, the funding cycles of five years to get things up and running—ten years makes a lot of sense to me.

One of your questions was the distinction between labs and centers. The original thesis some 25 years ago when centers and labs were established was that the centers would do the research and the labs would transform that research into practice and help get it into the field.

Well, practically speaking, that did not happen. Practically speaking, the labs and the centers took their own missions and

while the U.S. Office of Education at that time tried to bring about better collaboration, it did not occur. I don't have any great hope that that is going to occur.

It seems to me that when you are talking about the current status of the centers, if the Federal Government is really serious, I think what needs to happen is to identify centers, from my perspective, that are levels according to schooling and give them 10 to 15 years to go to work on a problem.

I don't think any of the problems that have been laid out are insoluble. It takes time and it takes a concentrated work force to produce effective results that can be translated usefully for school practitioners.

Chairman OWENS. While you have the floor, Dr. Wallace, could you just elaborate a little on—you said it's a tragedy that the department has not recognized the different levels of schooling: secondary, elementary, et cetera. Both the Air Force and Navy do research on aeronautics. Yet the research is vastly different.

Are you saying that omitting research on certain levels is equivalent to trying to force the Air Force and Navy to accept one set of research on how to take off from American carriers versus taking off from long runways, et cetera?

Dr. WALLACE. I'm not sure that it's analogous, but what I am sure of, Mr. Owens, is that if you're going to do research on transition, which is one of the topics laid out for discussion here, the transition between elementary and middle school, the transition between middle and secondary schools, that can't happen unless its focused at a schools site level.

If you're going to talk about bringing about more effective innercity education, you've got to talk about inner city education in the elementary schools, the middle schools and the secondary schools because they are all very different. My quarrel with the current proposal is that it does not make those differentiations.

Chairman OWENS. Dr. Imig?

Dr. IMIG. Mr. Owens, I would agree with Dr. Wallace's statements in terms of the time that it takes to develop an institutional capacity. I think that the present funding situation, the way that we do allocate money probably creates more problems that it pretentiously solves.

I think that we need to look at a longer commitment to the centers, that once they are up and running, that an evaluation is done. Then, based on that, a far longer commitment to those individual centers, in fact, does need to be made.

I know that all three of us would join with you in terms of that advocacy of a billion dollars for Federal research. That would certainly be a goal that we would be willing to cooperate with you in terms of meeting.

In terms of the connections between the labs and centers, I think that that, as Dr. Wallace noted, has been a problem since the inception of the concept back in the fifties. The connections were described in the original legislation. In some cases they have worked, and in other cases they have not worked as well.

It is hoped that in a new competition in which the center competition would precede the laboratory competition, that some of those connections might well be described and could be encouraged.

I think that as we look at new configurations, certainly the kinds of configurations that Dr. Wise has proposed, that the possibility of thinking through new structures or new networks or relationships between institute, centers and laboratories is a possibility for the future.

Chairman OWENS. Dr. Imig, you said you would cooperate with us in terms of making a case for a larger research and development budget which moves toward a $1 billion goal.

Would you comment on whether or not the funding process is corrupted and distorted when we attempt to do it within the parameters of the current $100 million OERI budget? Do we put pressures on the process which make it impossible to carry out research and development for education for an entire nation?

Dr. IMIG. Well, first of all, I think that the threshold figure that we need to look at is probably a larger figure than just the Federal allocation. One of the things that we would suggest needs to be done—and I think that the new assistant secretary is proposing or will propose to you—is the fact that we need to once again map the entire R&D network in this country.

It extends far beyond Federal investment. States are doing an increasing amount.

Chairman OWENS. We talked before about one percent which would be $3 billion. I suggested a goal of at least $1 billion. Is that unreasonable?

Dr. IMIG. No, that is not unreasonable. As I said, I think we would work with you. My suggestion is, I am not convinced that the present system is corrupted because of the limited amounts of dollars. I think that we have not looked sufficiently at all the sources of R&D and that by combining those even with $1 billion, we can get far more bang for the buck, if you will, than we have been able to do to date.

Chairman OWENS. Dr. Wise?

Dr. WISE. I would respectfully disagree with my colleague, Dr. Imig here, with respect to the implication that there is a lot of R&D going on outside the Federal establishment—maybe he didn't quite say that. I think that there really is quite a small amount of educational R&D going on outside the Federal sponsorship.

There is a little bit supported by private foundations but not very much. Some school systems do some work that is appropriate for their needs. Overall, the investment in intellectual inquiry and in product development is a joke when you consider the magnitude of the enterprise.

I mean, we are so far from anything realistic and valuable.

Chairman OWENS. Are you saying that the present educational research and dissemination operation is phony?

Dr. WISE. I wouldn't say it's a phony operation. It is merely inadequate, grossly inadequate to the needs of American education as I have heard them recently described by America's leaders.

Chairman OWENS. Can we get anything good out of a process that is so distorted and underfunded?

Dr. WISE. Yes. I would say that much quality work is going on within the framework of the $100 million.

Chairman OWENS. They're still getting good products?

Dr. WISE. I think we are getting good products but nowhere near in sufficient quantity.

I think, to try to answer one of the questions that you raised, Mr. Chairman, the question of scale is important. I think that the existing centers are not adequately funded; that is, I think anything less than $1 million is inadequate, but I frankly think that centers should be operating at a significantly higher level, perhaps $1.5 to $2 million.

That is because to operate a center requires a certain set of overhead functions. So that, in fact, the amount of money that is actually going to research in a $1 million center is quite a bit less than $1 million, maybe even a half a million dollars in many instances.

So you need a certain overhead——

Chairman OWENS. Are you saying that a half a million dollars may be going into overhead?

Dr. WISE. I wouldn't be surprised, if you took a look at that.

Chairman OWENS. Half of a center budget could be going to overhead?

Dr. WISE. Yes, sir. I'm sure that varies from place to place, but given the expectations that the department has, there are certain inevitable overhead functions necessary for directors, public information specialists, meetings, conferences, relationships and dissemination activities. So when you strip it away, the amount of money that is actually going to research per se is even less than it first appears.

So I say we would be better off with a smaller number of centers well-funded than with a larger number of centers poorly funded. So in response to your speculative question, I would say that as we would increase the budget, we ought to certainly think about increasing the magnitude of each center but also increasing the number of centers.

Just to clarify one of the points that I was trying to make, I envision an R&D system in the future which would consist, perhaps, of five or seven institutes operating at the Federal level, and that they would work through a network of research centers across the country as well as labs across the country, as well as other entities across the country, as well as individual researchers and investigators.

So it's a reconfiguration of the Federal entity that I am talking about. I know that Assistant Secretary Cross does mean to take a look at the whole system. I think that's ultimately important for us to design and shape the programs that we will be operating in the Federal Government over the next 10 to 20 years.

Our sights are set very low right now, especially in relation to the demands that I hear being expressed by the president and the governors and other leading policy-makers. They are saying that American education is in trouble. If that's the case, and I'm inclined to agree mostly with that assessment, then we ought to be investing in intellectual inquiry and product development so that we don't leave every school system on its own to have to try to invent the wheel.

Surely, this is a proper Federal role and a Federal role which has been well-carried out at times in the past but which, at the present time, falls far short of the demands for information that we have.

Chairman OWENS. Just one last question to all three gentlemen. Do any of you know anything about educational research and dissemination being done by the Department of Defense? Do you ever come across any results or is there any interaction with the people who are doing this research and dissemination?.

Dr. WALLACE. Yes. I know that a learning research and development center at the University of Pittsburgh is primarily funded from sources other than the U.S. OERI. A lot of their research comes from the Office of Naval Research and so forth. They are doing a great deal of research in human learning that is funded by other branches of the Federal Government.

Chairman OWENS. Does the civilian sector have access to this research? Have you see any situations where it's been applied to some of our problems?

Dr. WALLACE. Specifically, again at the Learning Research and Development Center at the University of Pittsburgh, there is a great deal going on with respect to trying to find out how we can teach youngsters more effectively that comes out of that basic learning research.

Chairman OWENS. Any other comments?

Dr. IMIG. I think that there are also Defense Department monies invested in the Center for Technology that is in Florida and that learning how to use applications of technology for learning and for education is another spinoff of using dollars elsewhere in the Federal Government.

Dr. WISE. I think that there is a lot of work supported by the defense Department that does find its way into American educational practice, but I suspect that not enough. That is to say I don't think there are systematic efforts, to my knowledge, to mine the kind of work that goes on, particularly in the areas of training and advanced training of individuals.

I don't think there's enough—there's no way to help make that translation that I know of. I think it's an important question and an important area to pursue.

Chairman OWENS. Maybe we need a center or lab just for that purpose.

Mr. Bartlett.

Mr. BARTLETT. Thank you, Mr. Chairman. Dr. Wise, I'm trying to understand what you're saying. You're a researcher for RAND Corporation or funded by RAND Corporation?

Dr. WISE. I am an employee of the RAND Corporation. I am not here, however, representing the RAND Corporation today.

Mr. BARTLETT. I understand. You're an education researcher?

Dr. WISE. Yes, sir.

Mr. BARTLETT. I just want to know when you said something a little while ago whether you were saying something from research that you've done or research that someone else has done or whether you just have an opinion about the size of the offensive line of the Dallas Cowboys, as I do, too. I don't know that my opinion is based on any research.

You said that one half million dollars of each million dollars in these centers is spent for overhead and the other half maybe being spent for research.

Dr. WISE. Yes, sir.

Mr. BARTLETT. Is that based on a quantitative analysis?

Dr. WISE. It is based on hearsay.

Mr. BARTLETT. Is it based on any analysis?

Dr. WISE. Well, I happen to be also—just to be crystal clear here—I am chairman of the Government Liaison Committee of the American Educational Research Association.

Mr. BARTLETT. What is that?

Dr. WISE. Well, it's the association of most of the people who do this work in this country. It's 18,000 members who are the educational researchers. I am chairman of their Government Liaison Committee. In that capacity, I hear from our members.

Mr. BARTLETT. Have you looked at any of their budgets?

Dr. WISE. I have not made a careful study of their budgets.

Mr. BARTLETT. Do you know of anyone who has made any study as to the percentage that goes into research and the percentage that goes into overhead? That's a pretty startling charge, and I'm just trying to find out if there has ever been any research done or any study to that charge. Has anybody ever sort of looked at the budgets?

Dr. WISE. It would be a simple matter to examine the budgets.

Mr. BARTLETT. It would be. I will stipulate that if we had more money, we would do more things. I think that is inherently true. The issue is, how should we conduct good, positive outcomes in research given the amount of money we have available. A secondary issue is, how much money.

My next question of Dr. Imig and Dr. Wise is, do either of you know of any—there seems to be a disagreement between you as to how much research is done outside the Federal Government on research for education.

Do either of you have any analytical data or—has anyone done any quantifiable data as to how much educational research is done by RAND Corporation, for example, or IBM or states or local governments or school districts?

Dr. WISE. Assistant Secretary Cross has recently said that he plans to try to take a look at that. There has been no recent look.

Mr. BARTLETT. There is no look. You think it's not very much, and you think it's a whole lot.

Dr. IMIG. Yes.

Mr. BARTLETT. Let me focus on the centers and the competition. It seems to me, Dr. Wallace—I want to paraphrase what I think you said, but then I want you to elaborate based on my paraphrase—it seems to me that what you're saying is that you would advocate the organization of the research centers along an organizational line as opposed to a functional line.

One of the things that does seem to pervade the center competition is that the competition seems to be based on outcomes, the outcomes of student learnings, writing in literacy or learning to teach.

Your advocacy, then, would reverse that outcome approach and reinstate the old organizational approach or by function. So you would study research based on where the education is performed as opposed to based on what the education is doing.

I probably didn't get that right, but I'm trying to understand what you're saying.

Dr. WALLACE. In the best of all possible worlds, in my judgement, if one were to study the teaching of writing, for example, that would be best done at three different levels, such that they could concentrate on writing in the elementary school, writing in the middle school, writing in the secondary school.

If you were to take, virtually, any one of the topics that are proposed for investigation, and if there were a strong focus on levels of schooling, I'm convinced that the results would be more productive.

Mr. BARTLETT. So in your opinion, are you advocating that stratification of research be done in each one of these areas, or are you advocating that we stratify our research by area and have one center that studies learning to teach and mathematics teaching and student learning and writing in literacy all for the elementary schools?

Dr. WALLACE. In the best possible world, I would advocate that. What I'm really advocating is, don't abandon the school level centers that you already have.

Mr. BARTLETT. OERI is advocating in the *Register* that instead they would study writing in literacy or student learning——

Dr. WALLACE. Across all levels.

Mr. BARTLETT. I don't detect that they would have the research centers—you may know more about it than I do—I don't detect that they are requiring that it not be stratified based on grade level.

Dr. WALLACE. Well, they're saying that everyone will pay attention to that, but history dictates that when you're dealing with a small amount of money going to an institution, and few researchers involved, you're not going to get that span of attention. Given the limited amount of funds that are available, I think it would be a serious mistake to abort the study relative to elementary, middle and secondary schools.

Mr. BARTLETT. The two centers in question, Johns Hopkins and Wisconsin, are centers based on the organizational—of one elementary and one secondary.

Dr. WALLACE. Yes.

Mr. BARTLETT. One has been in business since 1965; the other one since 1967, as I read the literature. What have you learned from either or both of these centers at Pittsburgh that you've put into effect at Pittsburgh? Can you give us some examples?

Dr. WALLACE. Yes. Very specifically from the Johns Hopkins Center, the whole notion of student cooperative learning, which has emerged from a body of research in that institution, we have implemented in our secondary as well as in our middle schools and are now implementing that at the elementary level as well.

We've done a lot of research with the Wisconsin Center with regard to teaching of critical thinking to students. We've discovered what some of the impediments are to developing the critical thinking ability in students. We've discovered what we need to do with and for teachers and what administrators need to do to foster that.

Mr. BARTLETT. This was your research or Wisconsin?

Dr. WALLACE. This was Wisconsin's research and done in collaboration in part with the Pittsburgh public schools. So we have a much better focus on that. Also, the Wisconsin Center—and again,

there's only one full-time researcher working on this—is dealing with the issues of inner-city youth and dealing with the issues of drop-out prevention, pregnancy reduction and so forth.

While that's still in its infancy, we have been heavily involved with that process through a grant from the NEEKC Foundation, taking a hard look at what it is that we need to do with and for youngsters in the middle schools and in the secondary schools to one, get them to come to school, to get them to be engaged in the learning process while they're in school, to keep them in school, and to minimize the likelihood that they will drop out of school.

Mr. BARTLETT. Very good. One last and brief question to both Dr. Imig and Dr. Wallace: If you were setting the competition for the centers, would you compete it as OER seems to have done in the sense of setting out the goals—you can disagree on what ought to be researched—and provide for an open competition regardless of who are the current centers or would you give a bias towards the current centers?

Dr. WALLACE. Well, let me speak to that first having lived in R&D institutions and having worked closely with them over the years. I want to underscore the fact that it takes a long time to get a research and development institution up and running, to get a work force together.

I have to say, and I hope I don't offend any of my colleagues at the table or who are sitting in the audience, it takes a long time to get university people to work together.

Mr. BARTLETT. Sometimes never.

Dr. WALLACE. Having worked in that environment, it can happen, but it takes time to do it.

Mr. BARTLETT. So you would give a bias towards the existing centers?

Dr. WALLACE. Absolutely. They've now got productive work forces. Don't disband then and create others and start the process all over again because it will take you a minimum of three years to do it.

Mr. BARTLETT. Dr. Imig?

Dr. IMIG. I think that competition at any time is healthy. I think that Dr. Wallace is absolutely correct that you have an institutional capacity that already exists. I think it would be fair to speculate that regardless of the topics or themes, the current centers do have an advantage, even in the best of competitions.

I think that there needs to be thoughtful consideration of what the institutional capacity is and the kind of institutionalization that does, in fact, need to occur. I agree with Dick that it takes a lot of time to get faculty members in universities to work together. It takes an equal amount of time to work across the boundaries between universities and schools.

So that's just one part of this that needs to be considered.

Mr. BARTLETT. So you are saying that an existing center has a built-in advantage?

Dr. IMIG. It has already a natural advantage.

Mr. BARTLETT. Would you add to it and bias the competition in favor of the existing grantees?

Dr. IMIG. I would not.

Mr. BARTLETT. Do you think the OER does have a bias in this for incumbents or has a bias against it or do you think it's pretty fair?

Dr. IMIG. I think that OERI has demonstrated neutrality in the process. I believe there's an integrity there that will be played out over the coming months.

Mr. BARTLETT. Thank you. I yield back, Mr. Chairman.

Dr. WALLACE. May I make one final comment with regard to what was just said? I don't mean to disparage other individual researchers in universities around the country. There is a lot of lobbying that typically takes place from individual researchers who want a part of the pot, so to speak, that is very limited to begin with.

It's a very simple thing—I shouldn't say simple—it's an easier thing to work as an individual researcher. It's much more difficult to work as an institution focused on a problem. The payoff—and I'll talk in this respect—the payoff to local schools in terms of receiving products and research findings that are useful is much greater from a center where you have many people working together focused on an issue than with literally thousands of people engaged in individual investigations.

Mr. BARTLETT. Thank you. Thank you, Mr. Chairman.

Chairman OWENS. We have a vote. There are three more members who have questions. I will ask you gentlemen to be patient while we recess for 10 minutes.

[Recessed for a vote.]

Chairman OWENS. The subcommittee will come to order, please. I think Mr. Payne was next in line. He's returning, but he's a little late. So why don't we begin with you, Mr. Smith?

Mr. SMITH. Thank you, Mr. Chairman. I have a couple of brief questions for the panel and then a more general one, if I can. Dr. Imig, as I read the Learning to Teach provision specifically, it seemed to me that it was generally responsive to the kind of thinking that the Holmes' group has been doing and that your organization with that group has been doing over the last several years.

Is that a fair connection? There's not 100 percent overlay, but there seems to be many of the same things.

Dr. IMIG. I think there are elements in that, Mr. Smith, that indeed are drawn from both of those groups. The researcher who perhaps has done the most work on this to date has been David Berliner, in which he is looking at novice-to-expert teaching and how do you learn, if you will, a series of stages, how do you stage teaching over a period of time and degrees of expertise or so forth. I think there's a lot of those elements that are factored into this definition.

Goodland's work certainly says this is an imperative topic. We know teaching is very problematic in the schools. So, hopefully, this, in fact, will contribute to a better understanding of teaching and therefore to learning in schools.

Mr. SMITH. Thank you. For all three of you: I think one of the concerns—I know that each of you has, I believe, and really the education research community has as a whole, is the concern that educational researchers and centers, not specifically the centers discussed here today, but in general, are seen as the sort of educa-

tional equivalent of Chinese warlords in the 1890s disputing hotly over little other than power and territory.

I'm not going to ask you to associate yourself with that statement, but simply to ask you whether or not you have heard such things in general from time to time about educational research, because I think it gets to the—if we don't talk about why people don't trust the product and the people, we'll never get to how to do it better.

I put it in a colorful way, but do we still hear those concerns about research and centers?

Dr. WISE. Speaking as one who is not eligible to be part of a center and not a member of a university community, but who is otherwise an educational researchers, I would say that I trust most of my colleagues. I do not see rampant cases of bias prejudice in research results.

What I do see, of course, is a lot of competition for very scarce resources which does not always bring out the best in people and where we have to struggle with competing virtues. some of the virtues that you've heard expressed by this panel have to do with the importance of scale, the importance of continuity, and it's very hard to balance those against letting newcomers into the picture or balancing the amount of research which is programmatic, as it might go on in a center, versus the amount that goes on with individuals.

I might say a word on behalf of the individual researcher because, I think, that too is important. There is virtually no Federal money going to individual scholars now. That means that the vast majority of scholars in the country are not eligible to compete for Federal research funds at the present time.

While unbalanced, you can say that programmatic or center-type work has a greater impact, it is certainly the case, however, that individual scholars from time to time have a great deal to offer. It's kind of sad to see a system in which we seem to have chosen one approach rather than have a balanced approach.

Dr. WALLACE. If I can respond to that, I can speak first and foremost from the perspective of laboratories that I know a little better than the broad centers. The laboratories that are still in existence from the ones that were originally founded are those who significantly diversified their funding sources and became less and less dependent upon the Federal Government. Therefore, I don't believe that theirs is the sort of in-fighting, if you will, among the laboratories.

With regard to the centers, again, those that have been in existence a long time have significantly diversified their sources of funding. You can take the Learning Research and Development Center at the University of Pittsburgh as an example. It depends on OERI for a very, very small percentage of its budget.

It has basically acquired funding from multiple sources, private sources as well as other governmental resources. I don't sense, with one exception, where a center was defunded in recent time dealing with teacher education. I really don't sense the sort of notion of the Chinese warlords that you mentioned, Mr. Smith.

Mr. SMITH. Well, maybe I'm five years too late. I didn't expect any of you to. I guess my final question really builds on that concern, if the articulation of it is not as substantive as it is rhetorical.

It has to do with how successful we have been as a society as translating research gains into classroom practice. My own belief or assumption—and I will happy to be disabused of it, although it will take more than anything anyone can say today in the limited time we have—is that the yield is in single percentage points in terms of changing the volume of good work that is done, let's assume for the time being, that then is brought home to school communities ingrounded in a way that allows the performance of schools as communities, and teachers as professionals, for children to dramatically change for the better.

I'm not trying to say it's anybody's fault because that isn't the point. If, in fact, that is a problem—and I've never heard anybody say that dissemination isn't a problem. We're good at the physical part of it. I've got reports in my office going back to 1968 on what we ought to be doing in schools. They are right where they are when I received them, on the shelf, and I suspect that is where many of them stay.

What do we have to do to include schools in research, not only in the process of research but how, specifically, would you change the way schools operate so that they have the flexibility to adopt and adapt to the suggestions of curricular, organizational, psychological levels of study research?

Right now, my assertion is that schools are straight-jacketed when research, in many cases good research, is saying you have to behave differently. There's no basis for the schools to aspire operationally to do the things that they know, as teachers and professionals, they ought to be doing.

Dr. WALLACE. May I respond to that, if I may, Mr. Smith? There's many a slip twixt the cup and the lip. One of the major problems in translating research findings into behavior in the classroom is something called training or staff development, if you will.

It is insufficient for a research center to provide findings and expect that school districts are going to pick up those findings and translate them without training both principals and teachers in how to use those findings or how to change their behavior.

In many cases, it requires a change in organizational functioning and how people relate to one another, how decisions are made at the local school level. Equally important, there is a good body of research on what we need to do to change teacher behavior to get a new teaching repertoire.

We know that it takes a lot of practice. We know it takes a lot of training. Oftentimes, what happens is research findings are produced and they are not the funds to train people to implement them. That's where things fall down.

Mr. SMITH. If I could for a second, let me pursue that because I would never deny that training or organizational and staff development is a problem, not only in schools but everywhere. If teachers don't have time to go to the bathroom, and that's a structural problem as well as a real biological one from time to time, how in the world are we going to train them?

My point is, I asked you whether the flexibility at the local level exists so that you can do what you know needs to be done. I suspect the answer is no. In the end, if it invalidates the utility of 90 percent of the research that's done, why in the world shouldn't we figure out how to create the receptivity amongst the professionals in the schools to maximize the value of the research?

Dr. WALLACE. First and foremost, I think there's a lot of research that indicates if you are going to change institutions, you do it by changing individuals first and foremost. The research of Gene Hall and his colleagues at the University of Texas on bringing about change in schools is very clear in that regard.

Change in an individual's behavior takes time. There is a specific process that one can go through to resolve the self-concerns and then ultimately get people to behave in a way differently than they have before.

There's also some evaluation, not yet researched, dealing with side-based decision-making that is really in its infancy. There's a great need for more research on school organization as it relates to decentralized decision-making. When and if you can get schools to the point where they can function as autonomous, yet responsible units, in making decisions about how they are to function as a school, you increase the likelihood of the kinds of issues that you've just cited being addressed and resolved.

I mean, you can put it under the label of teacher empowerment, teacher involvement in decision-making, teacher training. I could cite you specific examples in our district where we've done all of that and provided teachers of the time to do the kinds of things that you've talked about.

Dr. IMIG. I think that Dick Wallace's enormous credit to the Pittsburgh school system has implemented many of the kinds of things that you would advocate or that he has just described. I think for any of us who have looked at the Shinley high school experiment that he has put into place, indeed teachers do have the time to reflect on research and to learn from researchers ways that they can transform classrooms and teaching and the learning for youngsters.

I think that he presents a model that indeed we want to find ways to replicate in many other systems.

Mr. SMITH. Dr. Imig, I accept that, but know what we're doing. We're talking about the successes. That's why you're all here; you're good at what you do. Our system is failing one out of every two students either through drop-out or below-grade-level graduation rates. It is a scandal. It will destroy the country. We know that.

I prefer to focus on the vast majority of school settings in which teachers are powerless, in which children, therefore, are powerless and not learning. My points simply is, again, why wouldn't we, as a strategy through OERI, suggest that research and research money be expended in schools and with teachers as opposed to at universities?

Dr. WISE. I just took something away from my good friend, David Imig, which is a book. It's called the "Knowledge Base for Beginning Teachers," and it happens to have been compiled by his orga-

nization. Perhaps he's too shy to bring it to your attention. I'm going to do so in his behalf.

I think that research often has impact in places where we don't think to look. Therefore, we need to think also carefully about how we want to bring about the utilization of research in our schools.

For example, most teachers in America are trained at institutions that belong to the organization and that David is the executive director of. A place for trying to get research-based knowledge into the educational system most efficiently is through the programs in our colleges of education.

This book, which I had nothing to do with, represents a compilation of educational research that is judged by some of the leading people in the field to be the knowledge base that a beginning teacher should have.

Since we're going to have a very substantial turnover of teachers in America over the next few years, certainly we'll be hiring in excess of a million teachers by the mid to late 1990, and they will all be going through his programs, an awful lot of our attention should be focused on making sure that the schools of education in America are up to speed with regard with what is represented in this document.

I'm not saying that to say that we shouldn't be spending money in schools, but I am saying that changing our schools is a complex process. Some of it has to be done directly and some of it has to be done indirectly.

One of the overlooked places these days, one of the strategic opportunities that presents itself to America is the fact that we are going to be restaffing our schools over the next decade; teachers, administrators and so on.

So to focus our attention there and to try to get the research knowledge into the schools of education, it's there job after all to train these teachers and administrators in the first place. End of speech.

Mr. SMITH. I appreciate it. We have to move on because Mr. Payne is back and I know he has some questions. I would appreciate hearing from any of you or all of you, yet again, about the things we're talking about but we're not really getting at, which is that if, in fact, we have been dramatically unsuccessful in creating working environments in schools, where teachers, as professionals in their work setting with their administrative supporters, can utilize and learn from and implement the value of research, there's an enormous amount of good, unused research out there. We know that.

I think the data on organizational development is pretty clear. We may want to redo it for schools; that's fine. I think we know the fundamental lesson. A lot of other organizations are acting on it. We're trying to. School people are trying to.

I think one of the things as we talk about research has to be what are we doing to create the capacity to listen, to participate, to learn from and to work with the results of research because the yield is poor. I wouldn't begrudge for a minute your comment about colleges and teachers because you're dead right.

Why is it we always shy away from talking about the 16,000 school districts in this country, which is where children learn and

teachers teach every day? They live there. Somehow those classrooms are still statistically impervious to much of what we've learned. I don't think that's their fault. I think it's the fault of an outdated structure, an outdated way of thinking about schools.

Until you can help us and together we can create the capacity for schools to innovate around tested concepts and do so without risk of retribution from superiors in the administrative side and regulatory side, I don't see why we should have great hope for future research.

Dr. WALLACE. If I may, just a couple of comments. I think one of the major problems in education which is not true in industry where typically money has been set aside for staff training, for middle-management training, for worker training, whatever. That has not been the norm in public schools.

If you were to look across the Nation, you will not find very many school districts putting aside one percent of their budget or continuing development, professional development of their staff. That must happen if we're going to translate the kind of research findings in to change teacher behaviors.

I think there's hope. There's a lot going on. The American Federation of Teachers, for example, has a program where they are training teachers in local school districts to be interpreters of research to their peers. That's a very helpful sign.

Organizational development that you spoke about, there has been some research done at the University of Oregon bringing that into the schools, organizational development in schools. So we know more now than we did 10 or 20 years ago about what has to happen to make schools more effective problem-solving institutions.

What we have got to do is to get the 16,000 school districts across this nation and the boards that govern them to recognize that if they are going to have effective institutions, they must put aside one percent of their budget, as we would hope the Federal Government would do, to engage in what I call program development and staff development if we're going to get the research used.

Mr. SMITH. I would agree, and we have to move on. I would simply say that I'm still hoping at some point you'll also agree that those school boards and the people who manage schools and teach in schools need a little more flexibility to do the job that sits in front of them everyday.

It's the one thing, when I talk to teachers, they literally don't have time to go to the bathroom in many schools. How in the world can they think about better reading if their time is shot from the minute they walk in at 7:45 in the morning or 7:30 until they leave exhausted 8 hours later?

Finally, if Kennedy had planned a research center in the Peace Corps, it wouldn't have gotten off the ground in six months. Thank God, let's remember, folks, Roosevelt didn't worry about research when he was doing the New Deal. There are some who wished he had sent it to a research center.

The fact of the matter is it's okay. I know there's an inherent tension between researchers and the work place. Let's not be too afraid of letting people just try things because we need that action.

Chairman OWENS. Was that a comment or a question?

Mr. SMITH. That was a comment.

Dr. WALLACE. If I could just in closing, Mr. Chairman, to Mr. Smith, what you were saying a little bit earlier was really the thrust of my testimony in terms of getting research centers to work effectively with levels of schooling.

Chairman OWENS. Mr. Payne.

Mr. PAYNE. Thank you. I just have one question. I was looking at the introduction of this legislation which was enacted 16 years ago and I think the goal as stated here is that the Congress declares it to be the policy of the United States to provide to every individual an equal opportunity to receive an education of high quality regardless of race, color, religion, sex, age, handicap, national origin or social class.

Now, even if the research that has been coming out came up with answers to the problem, could any of the three of you tell me how an inner-city school in Chicago or Newark would be able to benefit from the research when there is an uneven playing field?

For example, in our state, and I don't know about other states, dollars from the state comes based on attendance. Well, if you are in an area where you have low motivation, lack of parental involvement, and physical problems getting to school, you are penalized because you have the problem. Therefore, you exacerbate an already serious situation by virtue of the fact that the attendance is the basis by which the dollars come forth.

It is sort of a self-fulfilling prophecy that therefore those districts with special problems are the ones that will have less money. Even if you had the answer here on paper, you would not then have the same success in the inner-city district which has less dollars to implement.

In our state, education funding is based on property tax. It goes back to the 1600s when the sheriff used to come around and collect a certain number of eggs and apples by virtue of how much you had. Well, the counties that have higher income and municipalities that have higher income simply put more money into education.

So the whole way that American education is based will continue to have a disparaging effect between different groups and will continue to allow those who are privileged to continue to go ahead, while those who are not privileged continue to fall further behind.

The question is, how then do we intend to be a competitive society educationally and to continue the standard of living that we have in this country?

Dr. WISE. It is a hard question certainly. The quality of education which any youngster receives is a function of the resources that are put behind his or her education and how those resources are put to use.

In your state, there is a systematic discrimination that occurs in the allocation of public resources to education so that the children who live in the cities of New Jersey receive a less-than-adequate education. There's been about 20 years of litigation on that point. It is now once again before the Supreme Court of New Jersey.

That is only part of the problem. Money and adequacy of resources are key. The relevant question for this committee, certainly, is where do you look to for ideas about how to do things better.

While it is proper, I think, to allow experimentation on the part of school districts and not to wait always on research, what is criti-

cal is for us to have a capacity to access these experiments as they go on.

We really do not have a good way of charting on a systematic basis what is going on in American education so that we can learn from these natural experiments that occur and can then share that information more broadly. It is all trial under fire, trial and error.

Really what the purpose of educational R&D should be, well, it really has two purposes. One, the research purpose is to study what is and try to understand what the problems are. The other side of the coin is to design solutions which are different from the ones which we have in place.

So research and development kind of looks backwards and forwards. Actually one looks backwards and one looks forwards in terms of how we do things. So that we do not force everyone to kind of reinvent the wheel, I think it is critical to have this capacity to allow school districts to profit from each others experience. We have that to only a very limited degree now.

Mr. PAYNE. Thank you. I have no other questions.

Chairman OWENS. Thank you very much, gentlemen. We appreciate your testimony. We will take into consideration all that you have said as well as your written testimony. If you have any further remarks you would like to submit to the committee, we will keep the record open for 10 days. Thank you again.

Our next panel is Dr. James Keefe, Director of Research, National Association of Secondary School Principals; Dr. Edward Keller, the Deputy Director of the National Association of Elementary School Principals; Dr. Arnold Webb, the Senior Researcher-Director of the Cooperative School Improvement Research for Better Schools, testified on behalf of the Council for educational Development and Research; and Dr. Ramon Santiago, Professor for the Department of Linguistics at Georgetown University.

Gentlemen, your written testimony will be entered into the record in its entirety. We urge you to take about five to seven minutes to highlight your testimony and elaborate further on any questions and points during the discussion.

We will begin with Dr. Keefe.

STATEMENTS OF DR. JAMES KEEFE, DIRECTOR, GOVERNMENT RELATIONS, NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS, RESTON, VA; DR. EDWARD KELLER, EXECUTIVE DIRECTOR, NATIONAL ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS, ALEXANDRIA, VA; DR. ARNOLD WEBB, SENIOR RESEARCHER-DIRECTOR, COOPERATIVE SCHOOL IMPROVEMENT, RESEARCH FOR BETTER SCHOOLS, PHILADELPHIA, PA, TESTIFYING ON BEHALF OF THE COUNCIL FOR EDUCATIONAL DEVELOPMENT AND RESEARCH, WASHINGTON, DC; AND DR. RAMON SANTIAGO, PROFESSOR, DEPARTMENT OF LINGUISTICS, GEORGETOWN UNIVERSITY, WASHINGTON, DC

Dr. KEEFE. Thank you, Mr. Chairman, and members of the subcommittee, my colleagues. My name is James W. Keefe. I am the director of research for the National Association of Secondary School Principals. I am also a member of the National Advisory Panel for the National Center on Effective Secondary Schools at

the University of Wisconsin, Madison, which others have spoken to before.

Just so you know what my biases are, I am a former secondary school teacher and principal and a former professor of the school management and curriculum instruction in educational research. I have had a lot of experience in school restructuring projects and am quite interested in how those are carried out by levels of schooling.

I am grateful for the opportunity to represent the views of NASSP, the secondary principals association, on the proposed OERI research and development center competition. You may be interested to know that current NASSP membership includes more than 42,000 senior high and middle level principals, assistant principals, professors and other educators and that we speak as consumers of much of this research.

Although I do research personally, most of our members do not. We have a no or very limited self-interest agenda here present. We are here to speak for the consumers of this research.

We at NASSP support the education department's attempt to identify pervasive themes and overlapping missions in this 1990 center competition. Surely a critical need today exists to provide a clear vision of purpose and a collaboration of effort to improve both American education and adult productivity, I might say.

Because we feel strongly about the need for a big picture, an integrated look at these efforts, we are shocked that the proposed list of new centers does not include any for elementary, middle and secondary education.

Let's put that in context. American schools are generally successful, generally. They are caring and well-meaning places, but they are not very helpful in some cases or very supportive for some students.

The conventional approach to school reform has been to add more requirements or more programs. We are programmed to death. When we want to do something, we add something. The fact is that most American schools do not have any systematic model of schooling that they operate from.

They are blown by the winds of change from every direction. When new content is mandated or a special need is perceived, a program is added, usually as a distinct activity unrelated to the ongoing curriculum.

Recent educational research is building a solid conceptual base for change in this more conventional approach. The emerging agenda of school restructuring demands that what we know about effective schooling be systematically disseminated and implemented and studied at the various levels of schooling. It has to get into the schools, a point made very well by members of the subcommittee.

Omitting the elementary, middle and secondary missions from the OERI list, in our point of view, is a profound mistake and one that will hamper practitioners in their efforts to improve teaching and learning.

The NASSP would like to urge the subcommittee to influence the OERI to reinstate these centers and to provide them with adequate funding.

Our rational for this position is quite straightforward. School administrators and teachers, as they try to pursue restructuring, will continue to need research about the big picture, an integrated view of research that takes into account the organizational context of their own schools.

Practical guidance will be needed on all kinds of systematic changes: new approaches to scheduling; diagnosis of student development and style, learning style; the use of the cooperative small groups that we heard about in earlier testimony; provision for interactive and high-tech learning environments, just to cite a few.

Specifically, we believe that several reasons argue for adding research centers to the present list based on levels of education. I would like to briefly cite those reasons. First of all, students develop and learn in different stages. Teaching and curriculum differ dramatically depending on the developmental and social role differences of students.

None of the present centers, the centers as presently conceived, focus on how students age and stage of socialization affects their education. The announcement in the *Federal Register* indicates that all of the centers would address this under the pervasive themes, a concept which is very sound in itself.

Considering the previous efforts of centers with broad missions, keeping in mind the history of this kind of approach, it seems unlikely that the centers will address these very points. People lose track when they do not have a specific focus.

Curiously, the emphasis in the education department's proposal on families and especially adult education, seems to recognize the unique needs of young children and of older learners. The current list clearly neglects the similar needs of students at other levels of maturity.

We have no quarrel with exploring the education of young children or the education of adults. What is valuable for them is also valuable for elementary, middle and junior high school students. We feel those students demand equal representation in center missions and funding.

The second reason that we would like to advance is that schools function as gestalts. They function as operating organizations. Much research shows how the organizational and cultural features of schools effect curriculum, instruction and especially how students are motivated to learn.

Indeed, one of the most consistent findings of research on school change—and that is a lot of what we have been talking about today, the whole issue of how you change schools—is that innovation must be grounded in a specific organizational setting.

The pervasive theme on middle grades and high school would tend to suggest a concern for organizational issues, but it does not begin to adequately emphasize the magnitude of the problems or their organizational solutions.

The description of the center on student learning, I think, is especially vulnerable to this kind of criticism. It conveys a strong impression that higher order thinking occurs in an organizational vacuum and is determined primarily by the way in which teachers present content.

In fact, researchers and practitioners are only beginning to understand how instruction can be delivered and thinking encouraged for students at all levels in all content areas.

A third reason we would like to advance is that most research tops demand a larger unifying focus. It is easy to get lost walking among the trees and to forget you are in a forest. Research that addresses issues such as the relationship of family to schooling or the learning of specific subjects or something like testing, all of those can and should be conducted within centers organized according to level. Perhaps they should be conducted in specific centers also, but the implications of these things have real live uses in real live schools.

If these topics are considered top national priorities, then the missions of the school level centers could be written to mandate the appropriate emphasis and, I might say at the same time, regular communication with existing practitioner audiences.

Let me just alert you to the fact of the existing secondary center newsletter, which I will leave here for the committee's reference. It's a good illustration of how effective this kind of communication can be.

The recent issue, the one I am leaving here, which was mailed to numerous practitioners along with professors and others, explored peer pressure on achievement in articles such as "Skirting the Brain-Nerd Connection: How Bright Students Save Face Among Peers." That is a serious problem in schools.

These articles reported the practical research that is going on right now in the secondary center project on families, peers and schools, a cross-cutting kind of topic that is already present in that center.

Finally, research builds on research. Nobody starts in the vacuum. No one starts or very few people start with original ideas. Successful centers already exist on the pertinent levels of schooling. During the past four years, two current national centers have studied related aspects of middle level, elementary and high schools.

Each center has demonstrated that research missions organized by levels can produce very high quality work that contributes both to theory and practice. The secondary center, for example—let me cite just one or two examples in each case of the kind of work that is presently going on that should be continued.

The secondary center was the first to launch systematic research on the question of student and teacher engagement, which is the first of the new pervasive themes. It's project on higher order thinking in the high school curriculum and on tracking practices have suggested new ways of understanding instructional practice.

Work on assessment has assessment has generated new criteria for the validity of achievement tests and also procedures for testing. The secondary center project on students at risk, a term we hear a lot about today, has clarified key principals for achieving success with these students and is now concentrating on the linkage issue of how schools can coordinate efforts with other community agencies.

Similarly, the elementary-middle center has pioneered what I would call integrated research, research that deals with the whole

picture on such important topics as how teachers and students are scheduled and grouped for instruction in elementary and middle grades on the issues of tracking, on the nature of curricular and instructional practice by grade levels and, also terribly important, how parents are involved in their children's schools and education.

We, at NASSP, strongly recommend that the work of the existing elementary, middle and secondary centers be used as a frame or framework to initiate a national recompetition to represent these levels of schooling.

Stopping the work of these centers, even for a period of time, will surely retard practitioner's access to needed information.

I would just like to remind the members of the subcommittee of something they are already aware, in 1985, some 16 centers were funded for research. Between 1987 and 1989, some 7 more centers or minicenters were funded. Only 12 centers are proposed in the current competition.

The proven value of research and development for different levels of schooling, I think, demands that the competition be expanded to reinclude both the missions and appropriate budgets for elementary, middle and secondary education.

Thank you, Mr. Chairman.

[The prepared statement of Dr. James Keefe follows:]

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STATEMENT OF

THE NATIONAL ASSOCIATION OF

SECONDARY SCHOOL PRINCIPALS

ON

THE DEPARTMENT OF EDUCATION,

OFFICE OF EDUCATIONAL

RESEARCH AND IMPROVEMENT'S

PROPOSED COMPETITION FOR

NATIONAL RESEARCH AND

DEVELOPMENT CENTERS

BEFORE THE

HOUSE SUBCOMMITTEE

ON

SELECT EDUCATION

PRESENTED BY

DR. JAMES W. KEEFE

NASSP DIRECTOR OF RESEARCH

RESTON, VIRGINIA

OCTOBER 26, 1989

Mr. Chairman and Members of the Subcommittee:

My name is James W. Keefe. I am the director of research for the National Association of Secondary School Principals. I am also a member of the National Advisory Panel to the existing National Center on Effective Secondary Schools at the University of Wisconsin-Madison. I am a former secondary school teacher and principal, and professor of school management, curriculum and instruction, and educational research. My research interests are the principalship, the improvement of teaching and learning, and the restructuring of schools.

I am grateful for the opportunity to represent the views of the National Association of Secondary School Principals (NASSP) on the proposed OERI National Research and Development Centers Competition. NASSP membership includes more than 42,000 middle, junior, and senior high school principals, assistant principals, professors, and other educators.

We at NASSP support the Education Department's attempt to identify pervasive themes and overlapping missions for the 1990 centers competition. A critical need exists today to provide a clear vision of purposes and a collaboration of effort to improve American education and adult productivity. Because we feel strongly about the need for an integrated look at these efforts, however, we are shocked that the proposed list of new centers does not include any for elementary, middle, and secondary education.

American schools are generally successful. They are caring and well-meaning places. But they are not always helpful and supportive for

all students. There is nothing wrong with the way American schools operate that a little long overdue modernizing would not fix. Everything in American schooling that is dysfunctional today was perfectly comprehensible and justifiable 100 years ago. American schools are victims of their own best intentions. They strive mightily, but they need some systematic updating.

The conventional approach to reform in schools has been to add more requirements or more programs. We are weighed down by an incremental approach to change. Rather than make deep and integrative changes, we tend to add more programs. We are "programmed" to death.

Recent educational research is building a solid conceptual base for change in this conventional approach. To change vocabulary, however, is much easier than to change practice. Contemporary terms like mastery learning, effective instruction, and site-based management can be used to cloak conventional practice as easily as team teaching and small-group instruction were employed a decade ago.

Most American schools lack a systematic model of schooling. When new content is mandated or a special need is perceived, a program is added -- usually as a distinct activity unrelated to the ongoing curriculum. Teaching and learning take place as they always have, in isolation behind the classroom door. Yet, much of what research tells us argues for collaborative planning of instruction, flexible arrangements of time and resources, systematic diagnosis of student capabilities, styles and needs, and a personalized approach to teaching and learning. American schools must be systematically reorganized to support instructional

improvement, and American classrooms must become less rigid.

The emerging agenda for school restructuring demands that what we know about effective schooling be systematically implemented and studied at the pertinent levels of schooling. Omitting the elementary-middle and secondary missions from the OERI list of proposed Research and Development Centers is a profound mistake, one that will hamper practitioners in their efforts to improve teaching and learning. The NASSP urges the Subcommittee to persuade the Department of Education to reinstate these centers and to provide them with adequate funding.

School administrators and teachers, as they pursue the goal of restructuring, will continue to need integrated research that takes into account the organizational context of schools. Practical guidance will be needed for schools to attempt such systematic changes in organization, curriculum, and instruction as:

- Continual diagnosis of student development, style, attitudes, and skills;
- Ongoing advisement for all students;
- Collaborative teacher planning of instruction;
- Provision of interactive learning environments with enrichment and remediation as needed;
- New approaches to school scheduling;
- Mastery-based instruction in all basic skills;
- Cooperative small-group arrangements for conceptual learning and socialization;
- New approaches to assessment of student progress, teacher performance, and program quality.

We believe that the following reasons argue for inclusion of additional centers based on the levels of education (elementary, middle, high school).

1. Students develop and learn in different stages. The challenges of teaching and the issues of curriculum differ dramatically depending on the developmental and social role differences associated with students of different ages. None of the centers as presently conceived invites focused research on how students' age and stage of socialization affects the kind of education that can be most effective. The announcement indicates that all of the centers would address this under "pervasive themes," but, based on previous efforts to focus the work of centers with broad missions, it seems unlikely that this problem will be addressed in a powerful way.

   Curiously, the emphasis on families and especially adult education seems to recognize unique needs of young children and of older students. But the current list clearly neglects the needs of students at other levels of maturity in relation to particular kinds of organizational settings. We have no quarrel with exploring the learning needs of young children or adults. What is valuable for them is also important for elementary, middle and senior high school students. One should not rule out the other; one should not be proposed at the expense of the other. Elementary, middle and secondary missions demand equal representation.

2. Schools function as gestalts. Much research shows how the organizational and cultural features of schools affect curriculum,

instruction, and especially student motivation to learn. More productive student outcomes will not be achieved by studying curriculum or instruction alone. One of the most consistent findings of research on school change is that innovation itself must be grounded in the specific organizational culture for which it is intended. The pervasive theme on middle grades and high school suggests a concern for organizational issues, but it does not adequately emphasize the magnitude of the problems or the solutions that require attention to special organizational forms.

The importance of research focused on organizational context is further underscored by the recent interest of leading policymakers, practitioners and researchers in the fundamental restructuring of educational systems and organizations. Unfortunately, the proposed list of centers minimizes the opportunity for integrated research on the organizational properties of schooling. The description of the Center on Student Learning seems especially vulnerable to this criticism. It conveys a strong impression that higher order thinking occurs in an organizational vacuum and is determined almost exclusively by the technical presentation of content. On the other hand, research and development by levels of schooling allows researchers and practitioners to understand how instruction can be delivered and thinking encouraged by students at that level in <u>all</u> content areas.

3. <u>Most research topics demand a larger unifying focus</u>. Research agendas that address issues such as the relationship of family to schooling, the learning of specific subjects, testing, or writing can

and should be conducted within centers organized according to level. If these topics are considered top national priorities, the missions of school-level centers could be written to provide the appropriate emphasis. Much of the OERI research agenda would have more payoff for practice if it were pursued within school-level centers that make it their business to communicate regularly with the existing practitioner audiences.

The existing secondary center Newsletter is a good illustration of how effective this kind of research-cum-communication can be. A recent issue of the Newsletter (mailed to numerous practitioners) explored a particular aspect of student engagement in school that has significant practical implications for school improvement. Peer pressure on achievement was discussed in articles such as, "Skirting the Brain-Nerd Connection: How Bright Students Save Face Among Peers," and "Breaking the Brain-Nerd Connection." These articles reported practical research from the secondary center project on families, peers and schools.

4. Research builds on research. Successful centers already exist for the pertinent levels of schooling. During the past four years, two current national centers have studied elementary, middle, and high schools. Each center has demonstrated that when research missions are organized by levels, high quality work can be conducted that contributes both to theory and practice.

The secondary center was the first to launch a systematic research effort on the question of student and teacher engagement,

one of the new pervasive themes. Its research on non-instructional influences on adolescents' engagement and achievement has produced important new findings about students' experiences in families and communities. Projects on higher order thinking in the high school curriculum and on stratification of learning opportunities because of tracking practices have suggested new ways of understanding instructional discourse that transcend the conventional "thinking skills" approach. Work on assessment has generated new criteria for the validity of achievement tasks, and has codified innovative assessment procedures that heretofore had not been synthesized. The secondary center project on programs for students at-risk has clarified key principles for building trust among school practitioners and inner city youth of diverse cultural backgrounds. This project is now concentrating explicitly on schools building coordinated efforts with other community agencies.

The elementary-middle center has pioneered research on such important integrated topics as variations in how teachers and students are scheduled and grouped for instruction in elementary and middle grades, the needs of students with different social backgrounds and differing abilities, the nature of curricular and instructional practices by grade levels, and how parents are involved in their children's schools and education.

Stopping the work of the elementary, middle, and secondary centers even for a period of time will retard practitioner's access to needed information. Centers need to produce work that has ready application to the real world of the school. Associations like NASSP

understand the importance of information brokering -- translating the work of scholars and researchers into practical forms and language acceptable to practitioners. It is perhaps the most important function of Associations and similar agencies. It should also be a primary function of the Research and Development Centers, particularly those that serve specific levels of schooling. Effective schools research, for example, was not widely accepted in middle and secondary schools until the findings were revalidated for these organizational levels.

We strongly recommend that the work of the existing elementary-middle and secondary centers be used to frame a national re-competition to represent these levels of schooling. In 1985, some sixteen centers were funded for research on a broad range of important educational missions. An additional seven centers were funded between 1987 and 1989. Only 12 centers are proposed in the current competition. The proven value of research and development for different levels of schooling demands that the competition be expanded to include the already very successful elementary, middle and secondary center missions.

Thank you, Mr. Chairman and members of the Subcommittee for your attention to this important issue. I am confident that the countless teachers and administrators who will directly benefit from your intervention join me in expressing appreciation for your leadership. I am pleased to answer any question the Committee might have.

Chairman OWENS. Thank you.

Dr. Edward Keller.

Dr. KELLER. Thank you, Mr. Chairman. As you will note from our written testimony, NASSP is focused on and strongly recommends the continuation of the center for research on elementary and middle schools.

Many of the current issues in education reform and restructuring focus on the complex interrelationships of parents, students, professional staff, curricula and resources that determine the success or failure of teaching and learning.

As a matter of fact, the need for continuing an expanded research directed at the school site was supported recently, Monday, October 23rd, in a Senate hearing on the quality of education information before the Government Information and Regulation Subcommittee of the Governmental Affairs Committee.

Christopher Cross, the newly appointed assistant secretary for OERI, referred to the education compact between President Bush and the governors calling attention to seven areas where performance goals are likely to be set. Among these are reducing the dropout rate, improving academic achievement of disadvantaged students, and establishing orderly, safe, drug-free climates for learning.

Patrician Graham, also at that hearing, listed six major issues for research. Two of these are decentralized management of schools and integration of social services at the school site. These areas for research, identified and articulated by Drs. Cross and Graham, admirably fit the mission of the Center for Research in Elementary and Middle Schools.

Another issue critically important to building principals is the impact of reform-directed legislation on the schools. As one example, the Pennsylvania Association of Elementary and Secondary School Principals, recently compiled a list of 34 such reform initiatives. Research on the impact of these and other laws would be of great assistance to principals and other policy-makers.

These issues that I have just stated, along with all the issues that you have heard this morning, indicate to us the substantial need for consideration of the continuation of the Center for Research and Elementary Schools. We hope you will do all you can to restore that center to the competition.

Thank you very much.

[The prepared statement of Dr. Edward Keller follows:]

TESTIMONY

NATIONAL RESEARCH & DEVELOPMENT CENTERS COMPETITION

HOUSE SELECT EDUCATION SUBCOMMITTEE

OCTOBER 26, 1989

BY

THE NATIONAL ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS

Presented by:

Edward P. Keller
Deputy Executive Director

The National Association of Elementary School Principals, representing over 26,000 elementary and middle school principals in our nation, strongly supports the inclusion of a Center for Research on Elementary and Middle Schools as a key component of the overall research mission of the Office of Educational Research and Improvement.

Our commitment to the importance of this Center is demonstrated in our efforts to disseminate the Center's products. Through publications and conferences, NAESP has enabled thousands of elementary and middle school principals to become acquainted with important Center research findings that would enhance their school site leadership roles (see page 4). We intend to continue that dissemination process.

The school site is the significant location for conducting research and, most especially, for putting research into practice. Leading those efforts are the nation's elementary and middle school principals. Harmonizing disparate research findings into effective, comprehensive programs has been and always will be an important instructional leadership proficiency of principals.

Research, too, must be attentive to these interrelationships: the interplay of curriculum, instructional methodologies, students varying learning styles and levels of achievement, staff attributes, parent and community expectations, and local, state and federal policies and regulations.

The current list of centers to be funded by the Office of Educational Research and Improvement excludes from consideration a center whose basic mission is to focus its attention to the very important holistic view of what a school is all about.

The context and culture of a school cannot be understood by multi-studies of diverse subject matter areas. A Center for Research on Elementary and Middle schools is essential to deal with instructional methods which cross specific matter disciplines. It is essential for examining school effects and teacher effects on a variety of student and staff organizational issues.

The Gestalt theory that "the whole is greater than the sum of its parts" is as applicable to a school as it is to an individual. And a research center that can focus on the school as "greater than the sum of its parts" is critical. There is a plethora of research funded by the federal government and others on specific parts, but the only opportunity to focus on how those parts interact effectively for children is the continuation of a Center for Research on Elementary and Middle Schools.

As the Committee well knows, very serious attention is now being paid to an education reform component labeled as restructuring. It anticipates the granting of considerable autonomy as well as accountability to a school site to improve student learning. NAESP applauds this effort. Call it restructuring, school site management, or empowerment, this movement has caught the imagination of the public, the professional and the politician with equal fervor.

Momentum is growing at all levels - local, state and federal - for school districts to move forward vigorously in implementing some restructuring of their schools.

What a serious mistake, then, at a time when research on effective restructuring practices will be in great demand, to eliminate the one center than can offer timely and valuable assistance to this national improvement effort.

The National Association of Elementary School Principals therefore vigorously urges the Committee to insist that the Center for Research on Elementary and Middle Schools be restored to the list of proposed research and development centers.

THE PRINCIPAL

Becker, Henry J. The Impact of Computers on Children's Learning. Nov '88; 64

Epstein, Joyce L. What Principals Should Know About Parent Involvement. Jan '87; 6

Hollifield, John H. A Special Report on Middle Schools. Mar '88; 26

Karweit, Nancy A Research Study: Effective Preprimary Programs and Practices. May '88; 19

CONFERENCES

NAESP Scholars Seminar - July 20-23, 1986
NAESP Scholars Seminar - July 20-22, 1987
Office of Educational Research and Improvement
Center for Research on Elementary and Middle Schools
Henry Jay Becker - '86;
Joyce Epstein - '86; '87
Gary Gottfredson - '86; '87
John Hollifield - '86; '87
Edward McDill - '86
James McPartland - '86; '87
Robert E. Slavin - '86; '87
Robert Stevens - '87

Great Lakes Middle School Conference
July 6, 7 & 8, 1988

Joyce Epstein

Chairman OWENS. Thank you.

Dr. Arnold Webb.

Dr. WEBB. Thank you, Mr. Chairman. My name is Arnold Webb. I am director of the Cooperative School Improvement Program at Research for Better Schools in Philadelphia. Research for Better Schools is one of the regional educational laboratories supported by the United States Department of Education.

Today, though, I am here on behalf of all the regional educational laboratories, the educational research centers and their trade association, the Council for Educational Development and Research.

The council has two concerns: one is omissions in the list of research center topics proposed by the Department of Education; the other is the scope of some of the center topics listed in the September 12, 1989, *Federal Register*.

You may ask why an individual from a regional laboratory is so concerned about topics proposed for educational research centers. The reason is simply this; that the work of the labs and the centers is interrelated and interdependent.

Regional educational laboratories help school people to understand and use research information. We help teachers and administrators analyze the pros and cons of educational options, install improved instructions and management practices, and new ideas.

To do our work, however, we draw heavily upon research conducted at these centers. We provide the delivery system and the regional centers. The centers provide much of the content.

Although the regional educational laboratories, through their day-to-day involvement with school systems, have a unique perspective on the kinds of research needed to improve our schools, they must rely upon the centers to enhance their content base.

We know, too, that there are too few Federal research dollars to do everything that needs doing. For that reason, the council commends this subcommittee for your recent report recommending that funding for the National research and development function be expanded to one percent of the total local state and Federal education spending, would that it could happen.

Until your recommendation becomes reality, however, we will do the best we can. It is our understanding that of the $18 million appropriated for national education research centers, approximately $10 will be available for the 12 center missions proposed by the Department of Education. Since it is virtually impossible to operate a credible research center program on less than $1 million per year, the administration and the Congress face a difficult dilemma. That is the proposed list, and it is about $2 million short.

It is imperative that we spend the few dollars we have investigating areas of highest national priority. Both the Congress and the public must be convinced that topics around which centers will be formed are worthy of Federal investment. Center missions much eng. ider trust that the administration is identifying issues important to policy-makers at the National, state, local and classroom levels, and that research on these issues will guide educational improvement.

Lack of time does not permit me to address every issue, but let me address some of the major concerns that we have. First, the council adds its voice to that of a large number of policy-makers

and school people who are deeply concerned about the elimination of centers to study the effects of elementary, middle and high school organization on student learning.

Second, the council urges that the study of cultural diversity be added to the proposed list of research center missions. The administration argues that these missions cross cut the work of all the proposed research centers. We disagree and say that such a cross cutting approach will leave the job in disarray if not completely undone.

Specifically, we strongly recommend that missions to study the effects of school organization on student learning at the elementary, middle and high school levels should be added to the list of topics for research centers.

This omission is puzzling for several reasons. First and foremost, the most prominent challenge in school improvement today is how to restructure schools and put more decision-making power into the hands of teachers. That may be the kind of educational perestroika that Mr. Bartlett referred to earlier today.

It is interesting that across the educational spectrum, the one thing that everybody seems to agree on is the fact that schools need to be restructured; that we need to take another look at how we educate youngsters. What we are really talking about is institutional change and that we need to look at our precepts and all of the things that go into educating kids; examine them, assess them and assess the extent to which they are working for us.

Evaluating this new kind of school management can only be done at the school and district level. This is exactly where the center studying the effects of school organization conduct their work.

The second omission, the research coming from these centers is giving school people techniques for creating learning environments where children achieve. The issues the centers have tackled are the nuts and bolts of schooling, ability grouping, tracking, class size, grade span, retention, promotion policies, grading and reward practices, student drop-out, staff development, decision-making, and the like. These are vital issues for school improvement and apparently will not be studied by other centers on the proposed list.

Third, one of the most important emerging issues, areas of research in this country, is how middle schools can address the unique problems of young adolescents. You may recall that this was documented as recently as June of this year by the Carnegie Council on Adolescent Development in its widely hailed report, "Turning Points: Preparing Youth for the 21st Century."

This report notes a volatile mismatch between the organization and curriculum of middle grade schools on the one hand, and the intellectual and emotional needs of young adolescents on the other.

"Turning Points" offers a number of recommendations for transforming middle grade education. Did you know that much of the original research behind the report comes from the current Center for Research on Elementary and Middle Schools?

There is more to be done in applying the research to make middle schools the best they can be. Let's not waste this investment of Federal dollars. Let's keep this mission on the National research agenda.

A second area that I wanted to address was the need for a mission to address the impact of cultural diversity on schools and learning. Those of us who work in schools know that a child's cultural background exerts a tremendous influence on learning. How could this mission be omitted from the list?

Understanding and using cultural backgrounds to enhance learning among members of our growing ethnic groups, especially African-Americans and Hispanics, should be the major concern of one of our national research centers. We need this center to examine cultural effects and, when appropriate, the contribution of language to learning.

Studies of demographics show us some remarkable trends that are taking place in our country. For example, by the year 2020, 25 percent of the population of the United States will be of Hispanic origin.

This has enormous social, political and educational impact for us. They are areas that we ought to be looking at now, that we ought to be concerned with, that we ought to be studying and that we ought to be spending time on.

At this moment, school districts from Maine to California are struggling to provide effective education in schools attended by multiple mixes of language minority and limited English-proficient children; Hispanic, Vietnamese, Cambodian, Korean, Cuban, Haitian and so on. School people need the information that a center dedicated to research on cultural diversity will provide.

Briefly, there were a number of center missions that need more refinement and targeting; for example, the Center on Post-Secondary Learning and Teaching Assessment and the Educational Policies and Student Learning Center.

The postsecondary center's mission statement virtually ignores the most pressing national issues facing postsecondary education. For example, there is nothing to indicate that any attention will be given to the long-term implications of forcing students to pay for college with loans instead of grants. Nor does their appear to be an intent to study why minority males are enrolling in higher education programs in greatly diminished numbers, and those that do enroll, have a disproportionately high drop-out rate.

We need to find some answers. I spent—a personal note—I spent five years as professor and dean of education at CCNY, the City College of New York. One of the things that we did in that school of education was we provided a sizable percentage of teachers for the New York City school system.

The problem that we had to deal with constantly was the question of dropouts and retention. The kinds of programs we had to set up dealt with what we could do to keep young people in school who had to leave for a whole variety of reasons. Those most particularly affected were young, black males, some of whom start school; most of whom did not finish. A center that dealt with educational policies, a center that dealt with postsecondary learning should be dealing with some of these issues.

The mission statement proposed for educational policies and student learning centers is really a potpourri of issues that do not conceptually tie together. These are more appropriate to the mission of the assessment centers.

There are serious omissions in the proposed work of the policy center. Take, for example, the growing number of state court decisions on school finance. Cases in Texas, Kentucky, West Virginia and elsewhere are proof of an urgent need to study school finance.

The changing role of state-level policy-makers also needs examinations. What are the implications of control by state government rather than by state level education professionals? What, for example, are the implications in New Jersey of the state takeover of an entire school district for a five-year period. These are the kinds of issues that need to be isolated and studied in such a center.

In summary, designating research priorities for a limited number of national research and development centers is an arduous and complex task. It requires establishing a delicate balance between applied and basic research, between short and long term interests, and between the needs of a variety of constituencies. It is not an easy task for anyone.

However, when well-managed and given the time to do their work, these centers can provide a great deal of useful information to educational practitioners. When thoughtfully and well-conceived, they provide a source of hope that we can, indeed, make schools better places to learn and work.

Thank you.

[The prepared statement of Dr. Arnold Webb follows:]

COUNCIL FOR EDUCATIONAL DEVELOPMENT AND RESEARCH

TESTIMONY

before

The Select Education Subcommittee
of the
House Education and Labor Committee

Room 2257
House Rayburn Building

October 26, 1989
10:00 a.m.

presented on behalf of
The Council for Educational Development and Research

by

Dr. Arnold W. Webb
Senior Researcher - Director
Cooperative School Improvement
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444 North Third Street
Philadelphia, Pennsylvania 19123

Good morning, Mr. Chairman and members of the Committee.

My name is Arnold Webb. I am director of the Cooperative School Improvement Program at Research for Better Schools in Philadelphia. Research for Better Schools is one of the regional educational laboratories supported by the U.S. Department of Education.

Today, though, I am here on behalf of all the regional educational laboratories, a number of the nation's finest educational research centers, and their trade association, the Council for Educational Development and Research. The Council has two concerns. One is omissions in the list of research center topics proposed by the Department of Education. The other is the scope of some of the center topics listed in the September 12, 1989 *Federal Register*.

Because of the seriousness of these matters, I request that my testimony, along with its two attachments, be submitted for the record.

You may ask, Mr. Chairman, why an individual from a regional laboratory is so concerned about topics proposed for educational research centers. The reason is this.

Every day, the regional educational laboratories help school people use research information. We help teachers and administrators analyze the pros and cons of educational options, install improved instructional and management practices, and test new ideas. To do our work, we draw heavily upon research conducted at these centers. Not a day goes by without our being painfully aware of the kinds of questions that beg for answers.

In other words, the regional educational laboratories have a unique perspective of the kinds of research that is needed to improve our schools.

But while I speak for the laboratories, I also speak for our member centers, some of whom are here to help me answer specific questions you may have.

We know that there are too few federal research dollars to do everything that needs doing. For that reason, the Council commends this subcommittee for your recent report recommending that funding for the national research and development function be expanded to one percent of total local,

state, and federal education spending. Until your recommendation becomes reality, however, we will do the best we can.

It is our understanding that of the $18 million appropriated for national educational research centers, approximately $10 million will be available for the 12 center missions proposed by the Department of Education. Since it is virtually impossible to operate a credible research center program on less than $1 million per year, the Administration and the Congress face a difficult dilemma. That is, given the proposed list, we are about $2 million short.

It is imperative that we spend the few dollars we have investigating areas of highest national priority. Both the Congress and the public must be convinced that the topics around which centers will be formed are worthy of federal investment. Center missions must engender trust that the Administration is identifying issues important to policymakers at the national, state, local, and classroom levels, and that research on these issues will guide educational improvement.

Two Center Missions Must Be Added.

Lack of time does not permit me to address every issue in the Council's draft response to the Department of Education on this matter. We have attached our draft comments to this statement.

But allow me to address here our major concerns. First, the Council adds its voice to that of a large number of policymakers and school people who are deeply concerned about the elimination of centers to study the effects of elementary, middle, and high school organization on student learning. Second, the Council urges that the study of cultural diversity be added to the proposed list of research center missions.

The Administration argues that these missions "cross-cut" the work of all of the proposed research centers. We disagree, and say that such a cross cutting approach will leave the job in disarray, if not completely undone.

Moreover, these mission areas should be added even if the Department of Education does not increase funding for the research centers. The Council's draft comments to the Department of Education contain some recommendations on how to do this creatively with other sources of federal funds.

Missions to study the effects of school organization on student learning at the elementary, middle, and high school levels should be added to the list of topics for research centers.

I have attached to our testimony a sample of letters written to the Department of Education. The letters object to the

exclusion of the elementary, middle, and high school research missions from the proposed list.

This omission is puzzling for four reasons. First, the research coming from these centers has given school people techniques for creating learning environments where children achieve. The issues the centers have tackled are the nuts and bolts of schooling -- ability-grouping, tracking, class size, grade span, retention and promotion policies, grading and reward practices, student dropout, staff development, school decision-making processes, and elementary, middle, and high school organization. These are vital issues for school improvement and will not be studied by other centers on the proposed list.

Second, these centers are acknowledged to be among the most successful of the Department of Education research centers. Their research is practical. The findings help schools and districts plan improvements, make knowledgeable decisions, and organize schools and classrooms. Thanks to the work of these research centers, schools and districts are producing documented instances of improved student achievement.

Third, and extremely puzzling, the most prominent challenge in school improvement today is how to restructure schools and put more decision-making power into the hands of teachers, principals, and parents. This is a school organization issue. Evaluating this new kind of school management can only be

done at the school and district level. And this is exactly where the centers studying the effects of school organization conduct their work.

They are where the action is. I can testify to the fact that the current Center for Research on Elementary and Middle Schools is giving me tools that work.

Fourth, and again extremely puzzling, one of the most important emerging areas of research in this country is how middle schools can address the unique problems of young adolescents. You may recall that this was documented as recently as June of this year by the Carnegie Council on Adolescent Development in its widely hailed report, *Turning Points: Preparing American Youth for the 21st Century.*

This report notes a volatile mismatch between the organization and curriculum of middle grade schools on one hand, and the intellectual and emotional needs of young adolescents on the other. It is at this age and grade level, the report tells us, that we begin to see substance abuse, teenage pregnancy, sexually transmitted diseases, social alienation, diminished learning, and absenteeism. It should surprise no one that the number of young people dropping out of school begins to rise at this age.

Turning Points offers a number of recommendations for transforming middle grade education. But do you know that

much of the original research behind the report comes from the current Center for Research on Elementary and Middle Schools?

Ladies and gentlemen, we are getting a significant return on our small investment for research on this topic. Why stop a wonderful and useful generator of ideas for our nation's schools?

There is more to be done in applying the research to make middle schools the best they can be. Let us not waste this investment of federal dollars. Let us keep this mission on the national research center agenda.

In short, Mr. Chairman and members of the Committee, the missions of the centers that study the effects of elementary, middle, and high school organization on student learning should be reinstated as a critical mission for the nation's federally funded educational research centers.

A mission to address the impact of cultural diversity on schools and learning should be added.

Those of us who work in schools know that a child's cultural background exerts a tremendous influence on learning. How could this mission be omitted from the list?

Understanding and using cultural backgrounds to enhance learning among members of our growing ethnic groups, especially African-Americans and Hispanics, should be the major concern of one of our national research centers. We need this center to examine cultural effects and, when appropriate, the contribution of language to learning.

For example, from 1982 to the year 2020, the number of children speaking a primary language other than English is expected to increase from just under two million to almost six million. At this moment, school districts from Maine to California are struggling to provide effective education in schools attended by multiple mixes of language minority and limited English proficient children -- Hispanic, Vietnamese, Cambodian, Korean, Cuban, Haitian and so on.

School people need the information that a center dedicated to research on cultural diversity will provide.

A number of center missions need more refinement and targeting.

The Council suggests that some center missions are inadequately targeted. The most serious problems occur in mission statements for the Center on Post-Secondary Learning

and Teaching Assessment and the Educational Policies and Student Learning Center.

The post-secondary mission must focus on critical policy issues not addressed by other federal programs.

The post-secondary center's mission statement virtually ignores the most pressing national issues facing post-secondary education.

This congressional committee is very familiar with these problems. For example, there is nothing to indicate that any attention will be given to the long-term implications of forcing students to pay for college with loans instead of grants. Nor does there appear an intent to study why minority males are not succeeding in higher education programs and what we can do to help them.

An explosive juxtaposition of issues emerges when one examines the role of for-profit proprietary schools and the numbers of minority students enrolled at these institutions. Are these institutions providing a service that no one else will provide, as they claim, or is personal debt making their students' lives even harder than it was before?

The issues that the Department of Education proposes for this center are more appropriately addressed by The Fund for the Improvement of Postsecondary Education. This is an already existing program funded in Fiscal Year 1990 at $11.9 million. Assigning them to the post-secondary center duplicates the work of this well-established and relatively well-funded federal program. More than that, though, it leaves too many other problem areas untouched. These areas affect not only the lives of our young people, but also the use of billions of taxpayer dollars.

Refine the mission of the Education Policies and Student Learning Center.

The mission statement proposed for the Education Policies and Student Learning Center consists of a mish-mash of issues that do not conceptually tie together. For example, some of the issues concern evaluation and assessment. These are more appropriate in the mission of the Assessment Center. Other topics belong in the mission of centers that study the effects of school organization, such as the centers mentioned before for their marvelous work in elementary, middle and high schools. This is yet another reason why these centers' missions truly need to be reinstated.

There are serious omissions in the proposed work of this policy center as well. Take, for example, the growing numbers of

state court decisions on school finance. Cases in Texas, Kentucky, West Virginia and elsewhere are proof of an urgent need to study school finance. Specifically, researchers need to reopen the examination of state policies that seek equitable financing for rural and urban education. Unlike 25 years ago when many states last faced this issue, today we are living with fiscal austerity.

There is no escaping the hard financial choices that have to be made in this new era. The distribution of tax dollars away from wealthier communities is one choice that will not make it easy for some state legislators and governors to get up some mornings and go to work. In a number of states, we are about to see large state experiments in school policy. We need researchers to keep on top of these experiments and report their findings back to us.

Related to this is the changing role of state level policymakers. This, too, needs examination. What are the implications and effects of control by state governments rather than state-level education professionals? How do we reconcile the eroding power of local education policymakers while, at the same time, advocate for community and parent control?

To members of the Council, these are issues crying out for investigation. We beg that this center's mission be rethought and refocused.

Summary

Designating research priorities for a limited number of national research and development centers is an arduous and complex task. It requires finding a delicate balance between applied and basic research, between short and long term interests, and between the needs of a variety of constituencies. It is not an easy task for anyone, including the professionals at the Department of Education.

Given such a framework, we have tried to make suggestions that will inspire a new trust in the federal educational research and development effort. Not that we are claiming that each research dollar must immediately translate into improved learning. No one expects that every dollar put into health research at the National Institutes of Health will make us healthier right away. The federal educational research program is no different. Our experience, though, leaves no question in our minds that there is a critical place for mission driven, educational research centers at the federal level.

When well-managed and given the time to do their work, these centers can provide a great deal of useful information to educational practitioners. When thoughtfully and well-conceived, they provide a source of hope that we can, indeed, make schools better places to learn and work.

Thank you.

DRAFT

Council for Educational Development and Research

Comments on
Proposed Research and Development Competition

by the

Office of Educational Research and Improvement
U.S. Department of Education

October 26, 1989

Introduction

The designation of educational research priorities for a limited number of national R&D centers is an arduous and complex task. It requires a delicate balance between applied and basic research, between short and long-term interests, between the needs of a variety of constituencies, between various potential conceptualizations of primary and secondary issues (and their inter-relationships), and between the multitude of promising areas that deserve support by few available dollars. While we appreciate the intricacy of the problem, the serious process OERI employed to arrive at its current list of missions, and the compromises such a list necessarily entails, we believe the proposed configuration suffers from serious shortcomings.

Primary among these shortcomings is the omission of several mission areas critical to the improvement of schools and the solution of pressing social problems. These significant omissions include research centers that focus on: 1) the organizational context at specific levels of schooling -- elementary, middle, and high school; and (2) cultural diversity. While OERI acknowledges the importance of these areas, and cites them as themes that should "crosscut" all mission areas, there is a serious fallacy to such an approach. In the past, areas that all were to pursue have turned out to be areas that have been poorly pursued, lacking in priority and sustained direction.

A second shortcoming involves the mismatch between current public policy needs and the formulation of two center missions -- Postsecondary Learning and Teaching Assessment, and Educational Policies and Student Learning. The third shortcoming is that the topics in the Center for Science Teaching and Learning seem too limited.

These problems can be rectified by: (1) re-establishing missions to study the effects of school organization on student learning at the elementary, middle, and high school levels; (2) adding a mission to study cultural diversity, especially the problems of language minority and limited English proficient students, and (3) revising the research work to be carried out by the proposed postsecondary, policy and science centers to better reflect current needs.

We suggest that these additional mission areas need to be incorporated even if current levels of OERI funding do not change. However, we suggest some appropriate funding alternatives to augment the existing OERI base and to provide full funding for a collective system of national education research and development centers.

Recommendation No. 1: Assure sufficient, long-term funding for each research center.

It is of utmost importance that centers be funded sufficiently to support a critical mass of researchers for a sustained period of inquiry. Experience suggests one million dollars annually as a minimum, although short-term savings may be possible for new institutions that will require fewer resources for their start up year. Sustained, long-term funding is a second necessity. The complexity of existing problems in each of the articulated mission areas and the requirements of valid research and development suggest five years as a minimum commitment.

Recommendation No. 2: Re-establish centers to study the effects of school organization on student learning at the elementary, middle, and high school levels.

This is the most grievous mistake in the list of proposed missions for two reasons. First, recent work in these mission areas has produced some of the most valuable contributions to understanding how to improve schools and how to develop practical approaches actually used to make American schools better. Second, the important issues of school organization from which this research has emerged are not addressed by the newly proposed OERI centers.

The specific study of elementary, middle, and high school organization and its effects has attracted some of the top research talent of this nation and has produced exemplary research and development results that must be continued. Investigators in these areas have produced in the past four years documented improvement in student learning through models they have developed for restructuring schools, effective reading and writing practices, cooperative learning practices, parent involvement practices, and effective models of instruction and organization in middle schools. They have identified key non-instructional influences on students' engagement and achievement and established major principles for implementing effective school/community programs for inner-city youth.

The issues being investigated by these centers that will be addressed peripherally, if at all, by the proposed center missions include:

> ***School Restructuring and Effectiveness*** -- the fundamental restructuring of educational systems and organizations is a school organization and context issue. For example, evaluations of the impact of site-based management and practices of parent involvement can be conducted only at the school and district levels, which is where centers studying the effects of school organization conduct their work.
>
> ***School and Teacher Effects*** -- these contextual and organizational issues include the effects of tracking and ability grouping, class size, grade span, retention, promotion policies, grading, reward practices, staffing practices (including departmentalization and interdisciplinary teaming), staff development, school decision-making processes, and other aspects of elementary, middle, and high school organization.
>
> ***Instructional Methods that Apply in Many Curriculum Areas*** -- these school organization and classroom practices for effective instruction include cooperative learning, mastery learning, individualized instruction, computer use in instruction, active learning and active teaching, direct instruction, and the effective uses of homework.
>
> ***Other Issues*** -- these school context and organization issues include classroom management, school rules, discipline practices, reducing student grade retentions and dropout, effective dropout retrieval and recovery, and the role of the principal at each school level.

In summary, the focus of missions on the organizational context of elementary, middle, and high schools and organizational change in those schools has produced effective programs that schools are currently using to improve student learning and development. It has also produced key theoretical and practical principles which will lead to further improvement. These results are due directly to conducting research on important issues of the effectiveness of school context and school organization.

These are critical issues for school improvement that need to be addressed at each level of schooling -- elementary, middle, and high school -- by research centers that are concentrating on these levels and the developmental needs of the students they serve.

Recommendation No. 3: A mission should be added for a center on cultural diversity, especially to address the problems of language minority and limited English proficient students.

In 1982, Hispanics comprised 9.3 percent of the American population of 0-17 year-old children. By 2020, Hispanics will comprise 25.3 percent of this population. Also, from 1982 to 2020, the number of children speaking a primary language other than English is expected to increase from just under two million to almost six million. At this moment, school districts from Maine to California are struggling with the need to provide effective education in schools attended by multiple mixes of language minority and limited English proficient children -- Hispanic, Vietnamese, Cambodian, Korean, Cuban, Haitian, and so on. All too often, these children are disadvantaged not only by language but by cultural and socioeconomic characteristics.

These children represent a growing population that presents immense problems in American education. A national research center is needed to address these problems.

Recommendation No. 4: The research issues addressed by the Postsecondary Learning and Teaching Assessment Center, the Education Policies and Student Learning Center and the Center on Science Teaching and Learning should be revised to reflect current public policy needs for research information.

The Postsecondary Learning and Teaching Assessment Center. The issues proposed for study by this Center do not reflect the major concerns of policymakers and practitioners in higher education. In fact, the issues are much more appropriate for study -- and have been studied extensively with good results -- at the elementary/secondary school levels. The concerns that are paramount at the national level and on which policymakers want research guidance are the following:

(a) What are the short and long-term effects of the increasing reliance students have on loans rather than grants to finance their higher education? How will the careers of graduates and the quality of their lives be affected by early indebtedness?

What is the relationship between the increasing reliance on loans and the steadily declining enrollment of minority males in higher education?

(b) What should be the role of for-profit proprietary institutions in higher education? This is the fastest growing sector of higher education, but little is known about these institutions in terms of the types of students they attract, their recruiting methods, the quality of their services, the profits they make, and the role of federal and state aid in their growth and program offerings.

The Education Policies and Student Learning Center. The research issues proposed for this center need to be rethought in terms of conducting policy studies as opposed to specific evaluation and assessment studies that are more appropriate for other research centers. The evaluation of effects of site-based management and parent involvement practices, for example, needs to be conducted at the school and district level by the centers that focus on the effects of school organization -- the centers whose missions need to be reinstated. Further, studying the impact of raising standards would seem more appropriate as a research issue for the Assessment, Evaluation, and Testing Center.

Issues suited to a policy center would include the study of school finance, especially state policies that seek equitable financing for rural and urban education; and the study of the changing role of policymakers -- the relationships and effects of more control by state governments rather than state-level education professionals, and the eroding power of local education policymakers at the same time that community and parent control is being advocated.

24-393 O - 90 - 5

The Center on Science Teaching and Learning. In addition to the issues identified for examination in this center, there should be topics that address the knowledge, skills, behaviors, preparation and ongoing development and support of teachers. The center should examine: (1) what science content teachers at each grade level need to know and how they can best learn it; (2) how teachers develop pedagogical content knowledge and skill in science; (3) how teachers can be helped to shift their paradigms from science as a set of factual information to science as a way of thinking about the world. Further, there is a need for the study of how the context in which teachers teach -- their schools, districts, states, etc. -- can better serve their needs.

Recommendation No. 5: Funding alternatives need to be examined and adopted to provide full funding for an effective system of national education research and development centers.

It is imperative that the above recommendations be incorporated into the proposed OERI configuration of R & D centers in order to build the most effective system possible at the current time. It is also imperative that funding mechanisms be adapted to accomplish this. These include:

(a) The Science Teaching and Learning Center and the Mathematics Teaching and Learning Center would more appropriately be funded from the Secretary's discretionary funds provided in the federal math and science program. To the extent that other U.S. Departments express an interest in these topics, these Departments could contribute to the funding of these research topics. Most recently the Department of Energy declared their interest in pursuing a math and science school initiative. It would also be appropriate that the well-funded National Science Foundation contribute funds to these centers.

(b) The Adult Literacy Center would more appropriately be funded from the discretionary funds provided in the federal adult education program.

(c) The Postsecondary Learning and Teaching Assessment Center appears to overlap with the purpose of FIPSE, and thus should be funded by FIPSE.

Summary

We strongly recommend that centers that study school organization and context at the elementary, middle, and high school levels be reinstated as OERI missions; that a center to study cultural diversity be added as a mission; that the issues to be addressed by the Postsecondary Learning and Teaching Assessment and the Education Policies and Student Learning centers be rethought and revised; and that funding alternatives be pursued to support fully an effective system of national research and development centers.

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October 10, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue, N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

I am writing in response to the Department of Education's request for public comments on the proposed new R & D centers competition. As you know, for the last 18 years I have directed a Pennsylvania-based organization dedicated to moving the results of educational R & D into practice in schools. From the early beginnings of R.I.S.E. as an ERIC information center through our dissemination and diffusion of ESEA Title III programs, our involvement with NIE in the Dissemination Capacity Building and R & D Utilization program of the 70's, to our most recent successful experience in disseminating programs through the National Diffusion Network, we have seen the value of federally sponsored R & D coupled with linking agencies like R.I.S.E. Our aggressive dissemination of your research outcomes works!

I urge OERI to reconsider the exclusion of R & D centers dedicated to research on elementary schools, middle schools, and high schools. I am greatly concerned that this exclusion would dispermit the continuation of the highly useful work of the Center for Research on Elementary and Middle Schools at The Johns Hopkins University. My reason for urging your reconsideration is as follows:

When we work with local school people, we emphasize the importance of school-based change. While we recognize that new tools and new instructional strategies for teachers are critical, we have also found that appropriate school-based organizational support is crucial. Making better teachers is important. Assuring those teachers get organizational level support is even more important. Process innovation based on sound R & D provides the bigger payoff per dollar of dissemination investment. As an example, The John Hopkins Student Team Learning Program, aging veteran that it is, continues to be popular and useful for teachers in new middle school settings. It provides a heuristic for practical cooperative learning across content areas; and, it makes sense to middle school decision-makers. We need R & D center activity clearly connected to school organization patterns. It opens the door, it assists proper selection and it works! In our work, the Johns Hopkins/CREMS efforts have been the singularly most effective source of federal R & D centers products. They have demonstrated the value of determining dissemination potential early in the R & D process, because the Center staff actively consult with school-based personnel and dissemination facilitators as they bring appropriate R & D products to market.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming R & D competition. The other proposed centers will not likely address these critical lines of research even though they may touch on them in some peripheral manner. While all schools are complex social organizations, sometimes seemingly impervious to positive educational change, it is clear that elementary schools differ from junior high and middle schools, and both differ significantly from senior high schools. Their cultures are different, their needs are different and we need more and better R & D tuned to these distinctions.

Thank you for the opportunity to comment and thank you for considering this opinion in your preparation of final categories of centers to be funded.

Sincerely yours,

Richard R. Brickley
Director

RRB:lak
cc: Dr. Dennis Harken
Lee Wickline
Robert Slavin
[redacted]
Donald M. Carroll, Jr.

STATE OF DELAWARE

DEPARTMENT OF PUBLIC INSTRUCTION
The Townsend Building
P.O. Box 1402
Dover, Delaware 19903

WILLIAM B. KEENE
State Superintendent
SIDNEY B. COLLISON
JOHN J. RYAN
Deputy State Superintendents

JAMES L. SPARTZ
PRAMELA TOCCAFONDI
Assistant State Superintendents

October 4, 1989

Dr. Chris Cross
U. S. Department of Education
Office of Educational Research and Improvement
555 New Jersey Avenue, N. W.
Washington, DC 20208-5573

Dear Dr. Cross:

This brief note to you relates to the Education Department and the Office of Educational Research and Improvement plans to not include a Research Center devoted to elementary, middle and high school improvement in the upcoming Center Competition.

I have been the Director of Research in the Delaware Department of Public Instruction for over 20 years and have worked extensively with the John Hopkins Center since it was established, and I clearly want you to know that the Center has been producing quality products and has provided extremely valuable technical assistance that relates directly to our elementary and middle school concerns.

It would be a serious omission on the part of O. E. R. I. and the U. S. Department of Education not to continue the significant activities and projects of the Center that are focussed on the educational information and research needs of Delaware.

Sincerely yours,

Wilmer E. Wise, State Director
Research and Evaluation Division

WEW:dtw

CC: Dr. Milton Goldberg

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Public Schools of Robeson County
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Lumberton, North Carolina 28359
(919) 738-4841

Office of the Superintendent

October 6, 1989

Dr. Milton Goldberg
U. S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N. W.
Washington D. C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U. S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed--issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

Cathey A. Maples, Supervisor
K-6 Communication Skills and
Second Languages

pc: CREMS

In Quest of Excellence

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF EDUCATION
333 MARKET STREET
HARRISBURG, PA 17126-0333

October 5, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

I believe the U.S. Department of Education is making a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers. Subject discipline oriented centers are not likely to attend the general curriculum and instruction issues of education.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed--issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

Irvin T. Edgar

Dr. Irvin T. Edgar
Director
Bureau of Curriculum and Instruction
Telephone: (717) 787-8913

bcc: Center for Research on
Elementary & Middle
Schools

SPENCER COUNTY PUBLIC SCHOOLS

110 Main Street Taylorsville, KY 40071
(502) 477-2948

Dr. Billy H. Stout, Superintendent

October 5, 1999

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

I feel the U.S. Department of Education has had a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers like the Center For Research On Elementary & Middle Schools located at Johns Hopkins University, that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed... issues of school organization and restructuring... school and teacher effects... instructional methods which apply in many curriculum areas... and other issues.

For the positive benefit of our elementary, middle and high school students throughout the United States, I urge you to include Centers that has extensive research skills at these levels. The productive lines of research must be continued if education is to improve.

Your consideration of this comment is appreciated.

Sincerely,

Billy H. Stout
Superintendent

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C-85

Central Massachusetts Citizens Involved in Education - Bearman Street, Route 140, West Boylston, Massachusetts 01583 Tel (508) 835-4054

October 2, 1989

Congressman Joseph D. Early
34 Mechanic Street
Worcester, MA 01608

Dear Mr. Early:

It has come to my attention that the Education Department, specifically the O.E.R.I., proposes to not renew the funding of the Center for Research on Elementary and Middle Schools located at Johns Hopkins University.

As librarian at CERC I have purchased many of the excellent research reports published (at a nominal cost) by this Center. Their research on middle school organization, tracking and ability grouping has been especially popular with local superintendents and administrators.

The information published by CREMS is valuable to educators, parents and interested citizens. I urge continued funding of this Center.

Sincerely yours,

Jean L. Abiella

Jean L. Abiella
Librarian

CARROLL COUNTY PUBLIC SCHOOLS
55 North Court Street
WESTMINSTER, MARYLAND 21157

TELEPHONE
(301) 848-8200
(301) 876-2208
(301) 875-3383

R. EDWARD SHILLING
Superintendent

October 6, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U.S.Department of Education has made a serious omission by not including centers that specialize in research on school improvement. Centers that conduct research on how to improve each level of schooling are vital to those of us who are in positions where those critical decisions are being made.

Please allow these vital, productive research centers to continue. Include missions that focus specifically on the operation of schools in your research grant competition.

Sincerely yours,

Dorothy D. Mangle
Director of Elementary Schools

DDM/jal

cc: Center for Research on Elementary and Middle Schools

LOWER DAUPHIN SCHOOL DISTRICT
201 EAST MAIN STREET
HUMMELSTOWN, PENNSYLVANIA 17036
TELEPHONE 566-3731
AREA CODE (717)

DR. GEORGE D. SAUERS
District Superintendent

October 6, 1989

Dr. Milton Goldberg
U. S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N. W.
Washington, DC 20208-5573

Dear Dr. Goldberg:

Your request for written public comments on proposed research and development centers competition is timely but disturbing. I cannot believe the U. S. Department of Education could ever consider the awarding of research grants or the support of Basic Education organization patterns research not being the primary Goal of a nationwide system of Education R & D Centers.

Since the late fifties, and into the sixties, seventies and eighties, we have poured money into proposed scholarly examination and writing of new curriculum. Your listing of proposed centers reads like the selection of a favorite study area from each of the past years. The omission of student placements, student culture, student maturation, school organizations, restructuring of administrative and supervision patterns, teacher effects, teaching strategies, student and staff performance, building visions, staff development and a host of other concerns borders on non-rational thinking, logical incoherentness and/or failure to understand the real issues of our Basic Education schools.

I am even more disturbed that one of the outstanding institutions, "John Hopkins University", cannot continue their research on levels of schools -- elementary, middle and high. This is a central issue. We don't need more or selective treatment of the proposed centers as published in the September 12th issue of the Federal Register. The ways and means of delivery is the most persuasive issue facing us today. Quality control cannot be exercised by writing more content. Quality control must monitor the process and find the ways and means to prevent failure during the school process. The measurement of failure results at the end of a course only confirms what we have known for years.

Heads out of the sand and into observation of classroom strategies, teacher and student behavior during the process of learning has eternal value.

Please reconsider your proposed listing to include research on how to improve each major level of schooling.

Sincerely,

George Bauer

Dr. George D. Bauer
Superintendent

GDS/kr

CEDAR GROVE PUBLIC SCHOOLS
Administrative Office
520 Pompton Avenue
Cedar Grove, New Jersey 07009

John L. DeCesare
Superintendent of Schools

Telephone
(201) 239-1550

October 9, 1989

Dr. Milton Goldberg
U.S. Dept. of Education
OERI Office of Research
555 New Jersey Ave., NW
Washington, D. C. 20208-5573

Dear Dr. Goldberg:

I am writing this letter to express my avid support for the Center for Research in Elementary and Middle Schools of the Johns Hopkins University. Two years ago, our school district planned a new middle school. The research and the help that we received from CREMS was of tremendous value not only in developing our school but in providing information for parents and community. We are now in the process of re-organizing our elementary schools. Once again we are looking to CREMS for research and information. Based on this personal experience I must recommend continued support of CREMS as I have found no other research organization who could fill the need provided by them.

Sincerely,

John L. DeCesare
Superintendent of Schools

JLDeC:rd
cc: James McPartland
Center Code Director
CREMS
The Johns Hopkins University
3505 N. Charles Street
Baltimore, MD 21218

nea
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INSTRUCTION & PROFESSIONAL DEVELOPMENT
Sharon P. Robinson, Director

October 11, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue, N.W.
Washington, DC 20001

Dear Milt:

I am writing about the proposed research and development centers competition.

Until a few months ago, I would have agreed with the Department's decision to not have centers that specialized in research on the separate school levels. I have changed my thinking because of a survey that we have completed to prepare for the annual conference of schools associated with our Project. As you may recall, faculty in these schools have been heavy users of research for the last four years and are, therefore, among the most sophisticated practitioners in regard to such issues as access, quality, and usefulness.

When asked how they wished to be organized for the forthcoming conference, overwhelmingly these faculties chose to associate themselves with the levels they teach rather than by disciplines, instructional issues, or demographic considerations. Teachers and others at the school level see themselves as teachers of young children, or adolescents, or young adults. To organize the country's research efforts and disregard this culture would, I believe, be a serious mistake, particularly, when we are only beginning to diminish the chasm between the two communities.

I urge the Department to reconsider the definition of the missions of the centers and restore the previous focus on elementary, middle, and high schools.

Sincerely,

Robert M. McClure

/RMC

bcc: James McPartland

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CLARK COUNTY SCHOOL DISTRICT

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FAX 799-5063

October 6, 1989

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Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U. S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed -- issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

James L. Pughsley, Ed.D.
Associate Superintendent
Special Services

JLP:jn

Informational Copy

CAESAR RODNEY SCHOOL DISTRICT

DISTRICT OFFICE

Old North Road, Box 188, Camden-Wyoming, Delaware 19934

October 4, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N. W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U.S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

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I strongly urge that these productive lines of research be continued. This can be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statement.

Sincerely,

Judy Ketchel

Judy Ketchel, Ed.D.
Supervisor of Elementary Education

JK:ns

CCPS

R. EDWARD SHILLING
Superintendent

CARROLL COUNTY PUBLIC SCHOOLS
55 North Court Street
WESTMINSTER, MARYLAND 21157

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(301) 875-3383

October 4, 1989

Dr. Milton Goldberg
U. S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N. W.
Washington, D. C. 20208-5573

Dear Dr. Goldberg:

It is my understanding that the U. S. Department of Education has omitted from its proposed education research and development centers all centers that currently specialize in research on elementary, middle, and high school improvements.

It is my feeling that this in indeed a very unfortunate omission and I ask for your review of that decision. Our school system's relationship with the Center for Research on Elementary & Middle Schools at Johns Hopkins University has been most productive and beneficial. I strongly urge that these productive lines of research be continued by including center missions that focus directly on elementary, middle and high schools.

Thank you for the opportunity to provide my input and consideration of this comment in your preparation of final mission statements.

Sincerely,

Brian L. Lockard
Assistant Superintendent
of Instruction

BLL:ec

cc - Mr. James McPartland
Mr. Edward McDill
Ms. Joyce Epstein
Mr. Robert Slavin
Mr. Gary Gottfredson

Muncie Community Schools
2501 N. OAKWOOD AVENUE • MUNCIE, IN 47304
Prepare Now — Anticipate the Future

October 10, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI Office of Research
555 New Jersey Avenue, N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg,

It is not often that I feel strongly enough about a public research service to write a letter of support for its funding. However, the Johns Hopkins Center for Research on Elementary and Middle Schools - with its emphasis on decision-making and processes at these levels - has won my heart.

The OERI centers projected in the September 12 Federal Register list three areas on adult education and another on family and community; but nowhere do I see the very important functions and issues of elementary, middle and high schools themselves - grouping, retention, promotion, teaming, decision-making, teaching methods, discipline, dropouts, or the role of the principal as instructional leader, to list a few. The Effective Schools movement is pointing the way toward improvement in such areas. Where is the research center to support these concerns?

By the way, I would very much like to receive the Research Briefs from your office. Thank you.

Sincerely,

Helen Marsh

(Dr.) Helen Marsh, Director
Research and University Relations

HM/ja

Pulaski County School Board
DR. JAMES A. BURNS, DIVISION SUPERINTENDENT
Pulaski, Virginia
24301

Dr. Milton Goldberg
U. S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N. W.
Washington D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U. S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed -- issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

Doris S. Dawson

Doris S. Dawson,
Supervisor, Personnel/Middle Schools

The University of Georgia

College of Education
Department of Elementary Education

October 6, 1989

Dr. Milton Goldberg
U. S. Department of Education
OERI, Office of Research
555 New Jersey Avenue, N. W.
Washington, DC 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U. S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed -- issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research by continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

Denise Muth Glynn
Associate Professor
Middle School Education

DMG/sb

427 Aderhold Hall • Athens, Georgia 30602 • (404) 542-4244
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Westport Public Schools

856 Main Road

Westport, Massachusetts 02790

PATRICK A. SOCCORSO
SUPERINTENDENT OF SCHOOLS
508-636-0752

LEON J. LAKIN
BUSINESS MANAGER
508-636-0752

October 6, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue, N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

The listing of proposed OERI centers has recently come to my attention. While I agree that subject matter centers will provide practitioners with needed and relevant material, those of us in the field also realize the need for research in subjects that cut across the fields. Pressing critical issues that face educational leaders today include grouping and tracking practices, community involvement projects and restructuring efforts and the reform of teaching. As forces begin to mobilize for the inclusion of new content such as health education, technology education, and computer education, practitioners also need research on interdisciplinary efforts and techniques.

Our school system, like many others who are facing shrinking resources, is considering a restructuring of the K-12 program due to the possibility of school closings. We are very much concerned with building level issues, and as schools begin to adjust and change relative to new and pressing demands for reform, that need will increase.

I strongly urge the inclusion of research centers which provide research on across-the-board concerns as well as instructional level issues. The Center for Research on Elementary and Middle Schools is one example of a research center that provides people such as myself with not only relevant but highly useful information. As an example, the Center's last issue on the "Success for All" project has become a centerpiece for the curriculum workshop efforts I am presently facilitating in Reading, English, Science and Math. Other school districts surely need this type of a resource and I hope that you will give consideration to underwriting broad-based educational research efforts.

Sincerely,

Margot desJardins
Director of Curriculum and Instruction

pc: Center for Research on Elementary and Middle Schools

trg

Monroe County Community School Corporation

Binford Elementary • 600 S. Roosevelt St. • Bloomington, IN. 47401-5398 • (812)-332-6303

October 9, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI - Office of Research
555 New Jersey Avenue, N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg

I am writing to express concerns regarding the proposed center missions that were recently released by OERI. My major concern is that none of the centers will specialize in research on elementary, middle, and high school improvement.

As a practicing principal in an elementary school in Mid-America, it is crucial for me to have current research available on a variety of issues so that wise decisions can be made at the building level to ensure school improvement.

Thank you for listening to my concerns and hope that consideration will be given to funding centers which will specifically deal with elementary, middle, and high school concerns.

Sincerely,

Betsy S. Walsh

Betsy S. Walsh, Ed.S.
Principal

BSW/hr

Here is the copy of the letter I sent to Dr. Goldberg.

EDUCATION DAILY

The education community's independent daily news service

Vol 22, No. 196 Thursday, October 12, 1989

ENERGY DEPARTMENT TO PLOT COURSE FOR MATH, SCIENCE IMPROVEMENTS

The Energy Department is planning to draw on the talented people at its disposal and the money in its coffers to help raise science and mathematics literacy nationwide by the year 2007.

Fresh from a three-day conference with more than 200 representatives of government, education and private groups, Energy announced it will take the lead in instituting national programs to capture student interest in math and science and bolster curricula.

Energy spokeswoman Chris Sankey said yesterday the meeting in San Francisco earlier this week generated a number of promising ideas for improvement, including internships for inner-city students and a national science camp for children.

"The numerous suggestions provided over the past several days will help me finalize my plan for action to improve the scientific literacy of the American people so that we can lead the world into the 21st century," Energy Secretary James Watkins said in a statement. Watkins expects working educators, scientists and private industry to develop a comprehensive plan by the end of the year.

Action By Next School Year Sankey said some projects could be in place by the beginning of the 1990 school year. "This has the potential to be an extremely ambitious program over the next few years," she said. "But a lot of work needs to be done over the next several months to determine precise goals."

Energy intends to work closely with the Education Department to develop the plan and is taking the lead only because of the resources at its disposal, Sankey said. Besides the more than 136,000 scientists affiliated with Energy, the department has laboratories operating in every state, she noted. The department "is committed to using its network of labs to create a model educational program to revitalize math and science education," she said.

"We plan to work hand in hand with the Education Department to meet the

(more)

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ENERGY DEPARTMENT TO PLOT COURSE FOR MATH, SCIENCE (Cont.)

administrative requirements for education, and [ED sees] this program as an exciting opportunity to get some help in their mission," Sankey added.

Charles Kolb, ED's deputy undersecretary for planning, budget and evaluation, attended the conference but was unavailable for comment yesterday.

Rep. George Brown, D-Calif., who also attended, said Energy involved too few elementary and secondary teachers. "They are the ones who will make the difference in the long run," he said.

"But I believe this program can be successful because of the resources [Energy] has available. It will not solve all the problems," Brown said, "but it is a process of change that should filter down to the local level."

Because details of the plan haven't been determined, the costs are unknown. Sankey estimated that expenses could range from a few thousand dollars for grants to individuals to millions of dollars for teacher training programs. Energy has resources to fund some of the projects and will ask Congress for more, Sankey said.

"But private sector cooperation is essential. We see some of the funding coming through institutions and corporations as well," Sankey said. Brown added that he will support additional funding in the House.

"Today's students are the scientists and engineers of tomorrow," Watkins said. "Only by developing their skills in math and science will this nation keep its position on the cutting edge of world technology in the next century."
--David Schumacher

BETSY BRAND NOMINATED TO BE ASSISTANT SECRETARY FOR VOCATIONAL EDUCATION

President Bush said yesterday he will nominate former Senate aide Besty Brand to be the Education Department's assistant secretary for vocational and adult education.

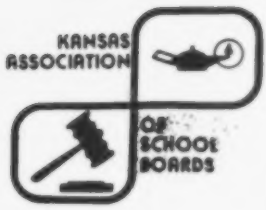
If confirmed by the Senate, Brand would fill the spot left vacant since former assistant secretary Bonnie Guiton left in May (ED, May 9).

Brand, an aide to Vice President Dan Quayle when he served in the Senate, has served as acting director of adult education at ED since earlier this year. Before that appointment, she was a minority staff member of the Senate Labor and Human Resources Committee, the panel that will consider her nomination once it reaches the Senate.

Brand also has served as staff director of the Senate Employment and Productivity Subcommittee, as an aide to the House Postsecondary Education Subcommittee and as a staffer for Rep. E. Thomas Coleman, R-Mo.

Brand graduated from Dickinson College in Carlisle, Pa., in 1976.

Her nomination has been rumored for several months. "We wanted someone in that position who had some experience with vocational education," said a spokeswoman for the American Vocational Association. "She has that experience."
--David Baumann



3401 S. W. 7th Avenue Topeka, Kansas 66606
913-273-3600

Paul R. Getto
Assistant Director of Education Services

October 12, 1989

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VICE PRESIDENT
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Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your request for written public comments on a proposed research and development centers competition.

Our association offers training and advice to boards of education who are dealing with current educational issues. In order to provide them with the best possible information, we need to have access to good data about critical issues such as school organization, restructuring schools, the effects of various teacher behaviors on student learning, etc.

The U.S. Department of Education should include in its proposed research agenda centers which specialize in conducting research at all levels of schooling. We are, or course, particularly interested in seeing good research at the elementary and secondary level. As you prepare your final mission statements, please consider including centers which will do research in elementary and secondary schools. This focus is necessary to continue the flow of good research information back to the field so school boards can encourage their staffs to use the data to improve instruction.

Thank you for the opportunity to comment and for considering this comment as you make recommendations for a nationwide system of Education R & D centers.

Sincerely,

Paul R. Getto
Asst. Director of
Education Services

PRG: jm

NEW YORK STATE
SCHOOL BOARDS ASSOCIATION

The Dodge Building • 119 Washington Avenue, Albany, New York 12210 • (518) 465-3474 • FAX (518) 465-3481

October 13, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The New York State School Boards Association has in the past benefited from access to materials generated by centers such as the Center for Research on Elementary of Middle Schools at the Johns Hopkins University. In light of this, I feel obliged to express our serious concern regarding the omission of centers that specialize in research on elementary, middle, and high school improvement from the Department of Education's proposed research agenda for the nationwide system of Education R & D Centers.

The research coming out of the Center at Johns Hopkins has been invaluable in the development of Association position papers and reports. A major portion of our mission is to help keep our members informed of the current status of issues in education.

Centers that conduct research on each major level of schooling address vital issues that otherwise would not be addressed, such as school organization and restructuring, and instructional methods which apply in many curriculum areas at these levels.

I urge that these productive lines of research be continued through centers that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment and for considering this comment in your preparation of final mission statements.

Sincerely,

Jeffrey M. Bowen Ed.D.
Administrator of Research
Services

JMB/KK
cc: Johns Hopkins University Staff:
James McPartland, Center Co-Director
Edward McDill, Center Co-Director
Joyce Epstein, Middle School Program Director
Robert Slavin, Elementary School Program Director
Gary Gottfredson, School Improvement Program Director

State of Alabama
Department of Education
Gordon Persons Building
50 North Ripley Street
Montgomery, AL 36130-3901

Wayne Teague
State Superintendent of Education

"Promoting Excellence in Alabama's Schools"

October 11, 1989

COPY

Dr. Milton Goldberg
U. S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N. W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

The Federal Register, September 12, Part IV, page 37776 lists research centers to be funded for the next five years. Missing from the list are Centers which specialize in research on elementary, middle and high school improvement.

Such centers should be included in the upcoming national competition. As State Facilitator in the National Diffusion Network I am more and more frequently asked to provide help with issues affecting the improvement of each major level of schooling--cooperative learning, mastery learning, reducing school dropouts, for example. These issues need to be addressed at each level of schooling--elementary, middle, and high school--and I urge that these productive lines of research be continued.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

Maureen C. Cassidy

Maureen C. Cassidy, Coordinator
Alabama Facilitator Project
Division of Professional Services
Room 5069, Gordon Persons Building
Telephone: 205/242-9834

MCC/abs

North Wildwood Public School System
Special Services Team

19th & Atlantic Avenue
North Wildwood, N.J. 08260
(609) 522-1040

COPY

October 11, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C., 20208-5573

Dear Doctor Goldberg:

In response to your request for comment from the educational community on proposed Research and Development Centers, I would ask that you seriously consider the addition of Centers that focus on elementary, middle, and high school improvement.

In addition to the other Centers that you have designated, there continues to be a vital need for Centers whose research focuses on each major level of schooling. Please give serious consideration to this recommendation and include a Center of missions that focuses directly on elementary, middle, and high school research.

Thank you for providing me this opportunity to comment on your final mission statement.

Sincerely,

Mary Kurtz
Supervisor of Instruction

MK/ds

CARPENTERSVILLE MIDDLE SCHOOL

October 10, 1989

Dr. Milton Goldberg
U. S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N. W.
Washington, D. C.

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U. S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement off its proposed research agenda for the nation-wide system of Education R & D Centers. It is vital that issues such as school restructuring, instructional methods in areas not included on your list, dropout retrieval and recovery, and the role of the principal at each level be the subject of intense and well-developed research.

I urge you to include Centers focusing directly on elementary, middle, and high schools on your agenda.

Thank you for this opportunity to comment and for considering such comments.

Sincerely,

Leigh Gilbert
Principal

LG/ef

cc: Center for Research on Elementary & Middle Schools
The John Hopkins University

100 CLEVELAND AVENUE, CARPENTERSVILLE, ILLINOIS 60110 (312) 426-1380

Clyde R. Blair
Superintendent
John Kudlick
Principal
Sandra Palermo
Guidance Counselor

Weatherly Elementary & Middle Schools

Elementary
Middle
Sixth Street and Evergreen Avenue
Weatherly, Pennsylvania 18255
Phone (717) 427-8687
427-8689

October 12, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U.S. Department of Education has made a serious omission by leaving Centers that specialize in research in elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers. Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed - issues of school organizations and restructuring school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

John Kudlick

John Kudlick, Principal
Elementary-Middle School

cc: The John Hopkins University
Center for Research on Elem.
and Middle Schools

Dublin Middle School
P O Box 1067
Dublin, VA 24084
(703) 674-4663

October 9, 1989

Dr. Milton Goldberg
U. S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

I am concerned that one of the most helpful and most often used sources of research information may be at risk when current OERI funding ends in November, 1990. As a middle school principal, the importance to me of research centers that concentrate specifically on elementary, middle and high schools and the developmental needs of the students they serve cannot be overstated.

Present centers have provided specific research that has been a critical component of staff development in my school. Among the topics have been:

1. Staffing and interdisciplinary teaming
2. Direct teaching and cooperative learning
3. Effects of tracking and ability grouping
4. Effects of grading and recognition practices
5. School and classroom management practices
6. Role of the principal
7. Effective programs for dropout prevention and/or retrieval

I see no comparable resources available in the centers proposed after November, 1990.

Research that focuses directly on improving elementary, middle and secondary schools should be continued. Centers with such specialized research address vital issues necessary to the restructuring and effectiveness of schools in the long term.

Thank you for the opportunity to comment on the proposed research and development centers competition. Centers that specialize in research at all school levels should be provided by this competition.

Sincerely,

Paul L. Phillips
Principal

PLP/wf

cc: CREMS

VALLIVUE
School District 139

"Vallivue Schools - Unlocking the Future"

EARNIE LEWIS, Principal

WEST CANYON ELEMENTARY JUNIOR FALCON

West Canyon
Elementary School
Route 6, Box 130
Caldwell, ID 83605
(208) 459-6938

WANDA ALLINGTON, Secretary

October 11, 1989

Dr. Milton Goldberg
U. S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N. W.
Washington, D. C. 20208-5573

Dear Dr. Goldberg:

It has been brought to my attention that funding for the present educational research centers expires in 1990. Also, I understand that at this time no intent is being made to fund centers for studying elementary, middle or high schools. As an elementary principal who has been a beneficiary of the latest research work from these centers this is a terrible mistake.

In the past three years our school has been one piloting the Cooperative Learning research work from CREMS at Johns Hopkins University for the Department of Education in Idaho. The results in this have been monumental in two most important areas which are academic gains and social barrier breakdowns. Our school is now a target site for continuous visitations from educators throughout the Northwest.

My writing to you is of course not to toot our horn about our school but to indicate how vital the research is that's being done by school research centers. I've been in education for eighteen years and the last five have been the most promising due to current and valuable work done in these centers.

Thank you for your reconsideration of a work that must continue if we want to see education continue on the upward spiral it has recently begun to take.

Sincerely,

Earnie Lewis, Principal
WEST CANYON ELEMENTARY SCHOOL

EL/w
cc: CREMS

24-393 O - 90 - 6

HOWARD DRIVE ELEMENTARY SCHOOL
7750 S.W. 136th STREET
MIAMI, FLORIDA 33156
(305) 235-1412

ANTHONY C. HOUGHTON
PRINCIPAL

DR. JOSEPH A. FERNANDEZ
SUPERINTENDENT
DADE COUNTY PUBLIC SCHOOLS

October 11, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

I am recommending that the OERI include research on the various school levels - elementary, middle and senior high schools. By doing so, those issues that are of concern to each level could be addressed. For example, I am particularly interested in school-based management, cooperative learning, critical thinking, and the role of the elementary school in drop-out prevention. I appreciate the opportunity to express my concerns, and I hope they will be of some use in your deliberations.

Sincerely,

Anthony C. Houghton
Principal

ACH:clb

Community School District 1

60 MONTGOMERY STREET NEW YORK, N.Y. 10002 (212) 577-0205

FRANCINE B. GOLDSTEIN, *Community Superintendent*

JACK GERAGHTY
Director of Operations
ALAN LAZARUS, Ed.D.
Director of Special Projects
JACQUELINE PEEK-DAVIS, Ed.D.
Director of Planning and Instructional Programs

October 10, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U.S. Department of Education has made an error by omitting a center, such as CREMS, which studies elementary, middle, and secondary education.

CREMS research has been invaluable in helping my school district make important educational decisions based on the latest research. We are involved in restructuring our middle schools and need the access to research on vital issues that affect our decisions.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

Judith Fein

Judith Fein
Community School District One
New York City

PALMERTON AREA SCHOOL DISTRICT

P.O. Box 350
Palmerton, Pennsylvania 18071

October 10, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5571

Dear Dr. Goldberg:

Thank you for the opportunity to comment on the proposed research and development centers competition.

I would strongly encourage the U.S. Department of Education to include Centers that specialize in research on pre-school, elementary, junior and senior high, and middle schools. These Research Centers should be included in the upcoming national competition. I read, utilize and share their research with my administrative team and faculty members. We depend on this research to keep us current and assist us when making decisions.

Centers that focus on the field and grassroot education will benefit us all.

Thank you!

Sincerely,

Ronald Mihalko
Superintendent

RM/sjl

cc: James McPartland
File

Palmerton Area School District is an equal opportunity education institution and will not discriminate on the basis of race, color, national origin, sex, or handicap in its activities, programs or employment practices as required by Title VI, Title IX and Section 504. For information regarding civil rights activities and facilities that are accessible to and useable by handicapped persons, or grievance procedure, contact Theddeus Kosciolek, Palmerton Area Junior High School, P.O. Box 3682, Palmerton, PA 18071, the Title IX and Section 504 coordinator for the Palmerton Area School District.

SAN ANTONIO YOUTH LITERACY
700 N. ST. MARY'S, STE. 900
SAN ANTONIO, TX 78205

October 11, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed competition for resesearch and development centers.

I am very concerned about the omission that excludes Centers specializing in research on elementary, middle, and high school improvement in this research agenda. The issues of school organization and restructuring, school and teacher effects, instructional methods, and other issues need to be addressed in addition to the other proposed centers.

I strongly urge that you consider the inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for your consideration.

Sincerely,

Leslie Tramer
Executive Director

Monroe County Community School Corporation

Tri-North Middle School • 3901 Kinser Pike • Bloomington, IN. 47401-0:98 • (812)-336-2442

October 13, 1989

Dr. Milton Goldberg
U. S. Dept. of Education
OERI, Office of Research
555 New Jersey Ave. N.W.
Washington, D. C. 20208-5573

Dear Dr. Goldberg:

I am expressing my concern that R & D Centers which do research on elementary, high school, and especially middle school improvement have not been included in the upcoming national competition. To ignore the work of such centers would be a major omission.

Focusing entirely on specific discipline areas will not address all issues that affect the three levels of schools. I believe a broader focus is beneficial if school improvement is our purpose.

I hope you will include the more inclusive centers that focus on each school in the level competition.

Thank you for your consideration.

Sincerely,

Michael Walsh

Michael Walsh,
Principal

MW:jd

cc: Center for Research on Elem. & Middle Schools
Johns Hopkins University
3505 N Charles St.
Baltimore, Md. 21218

Scituate High School
606 Chief Justice Cushing Highway
Scituate, Massachusetts 02066
Telephone (617) 545-3300

Dr. Allan Alson
Principal

Prudence H. Goodale
Assistant Principal

James A. Kerrigan
Assistant Principal

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue, N.W.
Washington, D.C. 202208-5573

October 3, 1989

Dear Dr. Goldberg:

This is a response to your solicitation of written public comments on a proposed research and development centers competition.

In reviewing the OERI Proposed Centers I was favorably impressed by the inclusion of a center focused on Math Teaching and Learning, but I was struck by what I feel is a serious omission. I feel that there is a serious and immediate need for quality research on elementary, middle and high school improvement.

As a practioner with responsibilities across grades I have found the results published in the CREMS Reports to be especially useful in our own evaluation of curriculum and school reorganization.

In the Scituate (MA) Public Schools, reorganization of grade structures, variation of school governance structures, learning and teaching styles, issues of placement and leveling of classes and curriculum redesign are of immediate concern to us. The results of research from centers focused on these issues in the concrete are important resources to us.

I hope that center missions which directly focus on practical research in elementary, middle and high schools will be included on the final list of OERI Centers.

I appreciate the opportunity to express my opinion and trust that you will give due consideration to the needs of the practioner for quality research in these areas.

Sincerely,

James E. Cavanaugh

James E. Cavanaugh, Ed.D.
Chairperson/ Mathematics 6 - 12

cc:CREMS

PUEBLO 60
PUEBLO SCHOOL DISTRICT NO 60
315 West 11th Street P O Box 575 Pueblo, Colorado 81002 (303) 549-1100

ASSOCIATE SUPERINTENDENT FOR INSTRUCTIONAL SERVICES
Judith A. Kerrins, Ph.D

October 12, 1989

Dr. Milton Goldberg
U.S.Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington, D.C.

Dear Dr. Goldberg,

I am writing this letter in response to your solicitation of public comments on the proposed Research and Development Centers competition.

Having worked with and used the services of Regional Labs and Centers around the country that are doing research and considering the current needs of school districts such as ours, I feel that leaving an area such as elementary, middle and high school improvement out of the U.S. Department of Education proposed research agenda for the nationwide system of Education R & D Centers is a serious omission. We are currently involved in serious restructuring of our middle schools and high schools and very much need to benefit from the efforts of researchers that are involved in how to improve each of these major levels of schooling.

In trying to restructure our high school organizational team, in looking at an extended, expanded, teaming concept in the middle school, in assessing how to improve the instructional methodology, quite candidly, we need help.

I would ask that you give serious consideration to including these areas of research in the proposed research agenda.

I appreciate the opportunity to respond on the proposed research development center competition and would be more than willing to go into depth about what we're trying to do as a district and how specialized research in elementary, middle and high school improvement is a serious need for our district. Just let me know.

Sincerely,

Judith A. Kerrins

Judith A. Kerrins, Ph.D.

JAK/jek

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

I believe that the U.S. Department of Education has made a serious omission by leaving centers that specialize in research in elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R and D Centers.

I feel that centers that conduct research on the major levels of schooling should be included in the upcoming national competition, as they provide information in vital areas pertinent to all students. These areas include school climate and restructuring, instructional methodology, and cross-curricular techniques and strategies, as well as many other issues.

I strongly urge that these productive lines of research be continued. This can best be accomplished by inclusion of centers that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and for your consideration re: the final mission statements.

Sincerely,

Sandee Rindone

Sandee Rindone
Staff Development Facilitator and Teacher
Sweetwater Union High School District
Chula Vista, California

CHESTERFIELD COUNTY PUBLIC SCHOOLS
CHESTERFIELD, VIRGINIA 23832 • (804) 748-1434

INSTRUCTION

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William H. Goodwyn, Jr.
Bermuda

SUPERINTENDENT
E. E. (Gene) Davis, Ed.D.

October 12, 1989

Dr. Milton Goldberg
U. S. Department of Education
OERI, Office of Research
555 New Jersey Avenue, N. W.
Washington, D. C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your request for written public comments on a proposed research and development centers competition.

The U. S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers. These centers conduct meaningful research on how to improve each major level of schooling. They should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed -- issues of school organization and restructuring, school and teacher effects, instructional methods which apply in specific curriculum areas, and other issues.

I strongly urge that such productive research centers be continued. This can best be done by including center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment. Please consider this comment in your preparation of final mission statements.

Sincerely,

Jackie Taylor-Keyser

Jackie Taylor-Keyser
Instructional Specialist
Alternative Education

/bc

Monroe County Community School Corporation

Broadview Elementary • 705 W. Coolidge Drive • Bloomington, IN, 47401-6314 • (812)-332-5713

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5573

Dear Dr. Goldberg,

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U.S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed -- issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Warmest Regards,

Doug Waltz

Doug Waltz, Principal

SCOTTSDALE PUBLIC SCHOOLS

ANASAZI ELEMENTARY SCHOOL

11130 East Cholla Street
Scottsdale, AZ 85259
(602) 451-5120

October 11, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

In my opinion, The *U.S. Department of Education* has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling such as the one I attended at *Johns Hopkins University* should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed -- issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I respectfully urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Respectfully,

K Moore

Ken Moore, Principal

SCOTTSDALE SCHOOLS: Educating Tomorrow's Leaders Today

College of Physicians & Surgeons of Columbia University | New York, N.Y. 10032

DEPARTMENT OF PSYCHIATRY

722 West 168th Street
(212) 305 1977

October 11, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your announcement regarding the proposed focus of research and development centers to be funded as part of a nationwide system of Education R & D Centers.

The U.S. Department of Education has made a serious omission by not including in the list Centers that specialize in research on elementary, middle and high schools.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed -- issues of school organization and restructuring, school and teacher effects, instructional methods and school discipline. These issues cut across many curriculum areas.

I strongly urge that these crucial lines of research be continued. This can best be done by including centers that focus directly on elementary, middle, and high schools.

I thank you for considering this comment in your preparation of final mission statements.

Sincerely,

Denise Kandel, Ph.D
Professor of Public Health
in Psychiatry and
Member, National Advisory Council
National Distribute on Drug Abuse

DK:jj

bc: J. McPartland

NEW BEDFORD PUBLIC SCHOOLS
NEW BEDFORD, MASSACHUSETTS 02740
CONSTANTINE T. NANOPOULOS, SUPERINTENDENT OF SCHOOLS

Assistant Superintendents
LUCILLE R. CARON
Special Services
WILLIAM E. CHAPMAN
Personnel Services
JOSEPH S. SILVA, JR.
Elementary Education

COPY
COPY

October 10, 1989

DR. MILTON GOLDBERG
U.S. DEPARTMENT OF EDUCATION
OERI, Office of Research
555 New Jersey Avenue, N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U.S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed -- issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

NEW BEDFORD PUBLIC SCHOOLS

Joseph S. Silva, Jr.
Assistant Superintendent
Elementary Education

JSS,Jr./tbp

Auburn University
Auburn University, Alabama 36849-5218

Dean of Education
3084 Haley Center

Telephone (205) 826-4446
ATTnet 221-4446

October 9, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U.S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed -- issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

Mark E. Meadows
Acting Dean

MEM:lrb

bcc: James McPartland

TATE OF NORTH DAKOTA
)epartment of Public Instruction
r. Wayne G. Sanstead, Superintendent (701)224-2260

NORTH DAKOTA CENTENNIAL

October 10, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5573

Dear Dr. Goldberg:

Thank you for seeking written public comments regarding the proposed research and development centers.

I personally believe the U.S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling provide vital information to State Departments of Education, post-secondary institutions and schools. These centers address vital issues that otherwise will not be addressed -- issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge your reconsideration of the inclusion of centers which focus directly on elementary, middle, and high schools.

Again, I thank you for providing me with an opportunity to comment. If I may be of any assistance, please feel free to contact me at the Department of Public Instruction, Elementary Education, 600 East Boulevard - 9th Floor, Bismarck, ND 58505, telephone number 701-224-2295.

Sincerely,

Patricia Herbel, Director
Elementary Education

PH:tf

BISMARCK, NORTH DAKOTA 58505

FWCS FORT WAYNE COMMUNITY SCHOOLS
ADMINISTRATIVE CENTER • 1230 SOUTH CLINTON STREET • FORT WAYNE, INDIANA 46802

ELEMENTARY EDUCATION
PHONE 219/425-7234

COPY

October 10, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U.S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed - issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

Charles H. Welch

Charles H. Welch
Director
Elementary Education

ssb
3097k

Cartwright School District No. 83

3401 N. 67th Avenue Phoenix, Arizona 85033 (602) 846-2800

Dr. William R. Dado, Superintendent

Dr. Frank Davidson, Asst. Superintendent for Financial Services | Nick Gudon, Asst. Superintendent for Educational Services

Stuart Zink, Asst. Superintendent for Personal Services | Carmen Jones, Director of Personnel

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U.S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed--issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

Mary Tablada

Dr. Mary Tablada
Reading, Language Arts, Bilingual Consultant
Cartwright School District

MT:gr

October 12, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington, D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

I believe the U.S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers. Yet, the proposed list addresses the unique needs of young children and adult learners. This seems inconsistent and unwise.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed -- issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues. As a teacher educator working with both undergraduate and graduate students in elementary education, I utilize these important areas of the knowledge base in my classes. The information emanating from the Center for Research on Elementary & Middle Schools at Johns Hopkins University has been invaluable to me in my professional work.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

Sandra L. Renegar

Sandra L. Renegar, Ph.D.
Assistant Professor of Elementary and Special Education

c: Center for Research on Elementary & Middle Schools

One University Plaza • Cape Girardeau, MO 63701-4799 • (314) 651-2000

INDEPENDENT SCHOOL DISTRICT 861

WINONA, MINNESOTA 55987

JEFFERSON SCHOOL
1268 WEST FIFTH STREET

DAVID MAHLKE, PRINCIPAL

October 12, 1989

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey AVenue N.W.
Washington D.C. 20208-5573

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U.S. Department of Education has made a serious ommission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed -- issues of school orzanization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research be continued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final missions statements.

Sincerely,

David Mahlke

David Mahlke, Principal
Jefferson Elementary School

Cartwright School District No. 83

3401 N. 67th Avenue Phoenix,Arizona 85033 (602) 846-2800
Dr. William P. Dietz, Superintendent

Dr. Frank DeLisio, Asst. Superintendent for Financial Services Nick Gupton, Asst. Superintendent for Educational Services
Stuart Zink, Asst. Superintendent for Personnel Services Carlton James, Director of Personnel

Dr. Milton Goldberg
U.S. Department of Education
OERI, Office of Research
555 New Jersey Avenue N.W.
Washington D.C. 20208-5573

Dear Dr. Goldberg:

This letter is in response to your solicitation of written public comments on a proposed research and development centers competition.

The U.S. Department of Education has made a serious omission by leaving Centers that specialize in research on elementary, middle, and high school improvement out of its proposed research agenda for the nationwide system of Education R & D Centers.

Centers that conduct research on how to improve each major level of schooling should be included in the upcoming national competition. These centers address vital issues that otherwise will not be addressed--issues of school organization and restructuring, school and teacher effects, instructional methods which apply in many curriculum areas, and other issues.

I strongly urge that these productive lines of research be contunued. This can best be done by inclusion of center missions that focus directly on elementary, middle, and high schools.

Thank you for the opportunity to comment, and thank you for considering this comment in your preparation of final mission statements.

Sincerely,

Sara Mendoza-Martino

Sara Mendoza-Martino
Chapter I Coordinator
Cartwright School District

SM:gz

Chairman OWENS. Thank you.

Dr. Ramon Santiago.

Dr. SANTIAGO. Thank you, Mr. Chairman. I would like to express my appreciation for the opportunity to offer testimony before you today on the proposed National Research and Development Centers Competition.

There is always a disadvantage in being last in testifying because everything you have to say you are afraid has been said before. In this occasion, I am representing a particular population, I think, that danger is not there. Dr. Webb made reference to that, but there is something to be said still.

My interest in the present topic arises from 26 years as a practitioner who has taught graduate and undergraduate courses in English as a second language, bilingual education, linguistics in colleges and universities in the U.S. and Puerto Rico; who has administered basic instructional programs for language minority students, served for 9 years as director of a federally funded regional center, which provided training and technical assistance on bilingual program development to school personnel, parents and community members, and been a past president of the National Association for Bilingual Education, an organization which promotes the educational rights of language minority students and a quality education for all children.

Thus, my perspective is a national one, encompassing professional teacher education at the university level, program and staff development in the field, and parental and community involvement at the local level, all within the context of minority education.

I have three basic concerns to share with you today. I read in the *Federal Register* that OERI had attempted to identify the kinds of research most likely to benefit learners in this society by soliciting recommendations from organizations and individuals with a variety of perspectives on the present status of education and how educational research and development activities could improve education.

I have no doubt that this consultation process took place, but I feel that a significant population was left out of the consultation loop. To my knowledge, members of the groups I have worked with all these years were not invited by OERI to participate in the consultation process, not NABE, not Georgetown University, not the network of 16 multifunctional resource centers, of which I was a member, and not grassroots organizations of parents and community members which represent the interests of these minority populations.

I realize that it is impossible to consult everybody, but I submit to you that OERI and any other group which is charged with the task of determining this nation's educational research agenda should start to provide equal access to the consultation process to a variety of groups, so that all parties with an interest and a right to be heard are given the chance to express their views.

This is my first concern, and it is particularly important in view of the fact that the Department of Education decided recently to close the Center for Language Education and Research, known as CLEAR, an entity which, in my experience, as a training center di-

rector was more responsive to the needs of linguistic minority populations than the proposed centers seem to be.

Directly related to the issue of adequate consultation is the matter of the trivialization or politicization of the research agenda, which is my second concern. Although I am not a professional researcher by trade, I have noted a tendency for the Department of Education and Research to focus narrowly on policy issues or on the trivial concerns of individuals with personal research agendas.

Large sums of money have been spent, for example, in attempting to prove whether bilingual education "works" or rather in attempting to prove that it does not work or in legitimizing the use of a particular program model, such as structure immersion, which turns out not many school districts were employing anyway.

In one instance, the motivation of the research sponsors came into question because of their reluctance to release the results of a study they had commissioned which appeared to show that the preferred program model was not producing the best student gains.

An example of trivializing the research process involves a recent study of selection procedures for identifying students in need of special language services. This study comes to the earth-shaking conclusion that methods used to exit language minority students from bilingual programs should involve multiple indicators of English language proficiency, something which even a novice teachers knows and usually practices. While these inconsequential matters are investigated at considerable expense to the government, really important issues of concern to the populations being served remain unaddressed.

For instance, I am sure that local education agencies would be interested in finding out how teachers, counselors and administrators from various backgrounds can be prepared to work in multicultural environments.

My wife happens to be an ESL teacher in a school district here in the D.C. metropolitan area. She has compiled extensive anecdotal evidence which illustrates the value to a school district of having school personnel available who are bilingual and bicultural, even if the school does not have a full-fledged bilingual program in operation.

On several occasions, she, who is fully bilingual and bicultural and has specialized training in ESL and bilingual education, has helped the District solve a problem such as preventing a language-minority child from being incorrectly placed in special education or explaining to non-English speaking parents important procedural aspects of school or assisting in the administration of tests to children, whether in English or in the native language.

I am sure that researchers could make a valuable contribution to education in America by focusing on the difference that qualified personnel makes in the delivery of effective services to language-minority students regardless of the methodology employed or the program implemented.

Simply put, my point is that practitioners and educational administrators have a greater need for research results that will help them design and implement better programs that serve the needs of the minority populations than for determinations that this or that educational model should not be mandated by the Federal

Government because it is not effective in all situations, which no program is, incidentally.

It is time to give policy-oriented research a rest and focus instead on action research, the type of research that is likely to have an impact on programs, curriculum, and methodology.

My third concern, and perhaps the most important one, and I was gratified that at least Dr. Webb made reference to them, the 12 priorities proposed as part of the research agenda. Inexplicably, there is no priority assigned specifically to the educational needs of linguistic minority and limited English-proficient students, despite the fact that these students constitute the fastest growing school population in America.

These document makes a passing reference in the *Federal Register* to what is called cultural diversity as one of four pervasive themes that should guide the agendas of the 12 proposed centers.

Unfortunately, a vague reference to such cultural diversity is not an adequate governmental response to the special needs of language-minority students. The more appropriate and useful response would be the creation of a national center specifically addressing language-minority or limited English-proficient populations and focusing the research on various aspects of language education and the design of meaningful language education programs and materials and on the education and training of sensitive and sensitized teachers and other educational personnel who can serve both minority and majority populations.

In my opinion, it was a mistake to eliminate the National Center for Language Education and Research which provided vital information to those of us who deal directly on a day-to-day basis with language-minority children and the personnel who serve them.

Now the Federal Government has a golden opportunity to rectify this mistake by establishing another national center devoted primarily to addressing the needs of language-minority students.

I urge the members of this distinguished committee to support the creation of such a center because the children who will benefit from this action will be eternally grateful.

Once again, I commend the work of this committee. I hope that these hearings will ultimately result in a fairer, more inclusive and more useful educational research agenda for the Federal Government.

Thank you very much.

[The prepared statement of Dr. Ramon Santiago follows:]

Statement Before the Subcommittee on Select Education
Committee on Education and Labor
House of Representatives

Ramón L. Santiago, Ed.D.
Former Adjunct Professor of Linguistics and
Director, Bilingual Education Service Center
Georgetown University
October 26, 1989

Chairman Owens and distinguished members of the Subcommittee:

I would like to express my appreciation for the opportunity to offer testimony before you today on the proposed National Research and Development Centers competition. As a practitioner who has served language minority students for the past 26 years, I am keenly interested in the work of your Subcommittee, and I applaud your efforts to examine closely both the content and the process by which the research agenda of the Department of Education is determined.

My interest in the present topic arises from various sources. I have taught graduate and undergraduate courses in English as a second language, bilingual education and linguistics in colleges and universities of the US and Puerto Rico. I have also administered basic instructional programs for language minority students and served for 9 years as Director of a federally-funded regional training center which provided training and technical assistance on bilingual program development to school personnel, parents, and community members. I am a Past President of the National Association for Bilingual Education (NABE), an organization which staunchly advocates for the educational rights of language minority students and for quality education for all children. Finally, I have served as a consultant on the education of language minority students to a number of school districts throughout this

country. Thus my perspective is a national one, encompassing professional teacher education at the university level, program and staff development in the field, and parental and community involvement at the local level.

It is my hope that these hearings will have an impact on the way in which the research agenda for the U.S. Department of Education is developed, resulting in broader participation for more people. In reference to this first concern of mine, I was intrigued to read in the Federal Register of September 12, 1989 that

> OERI has engaged in a series of activities designed to identify the kinds of research most likely to benefit learners in this society. Recommendations were solicited from organizations and individuals with a variety of perspectives on the present status of education and how educational research and development activities could improve education (p. 3776).

I have no doubt that a consultation process took place, but I fear that a significant population was left out of the consultation loop, with obvious results.

I indicated previously that I have been professionally involved in a number of enterprises with different populations: teachers, parents, teacher trainers, and professional organization members. To my knowledge, members of these groups were not invited by OERI to participate in the consultation process: not NABE, not Georgetown University, not the network of 16 multifunctional resource centers (of which I was a part as director of a regional center), not grassroots organizations of parents and community members which represent the interests of these minority populations. Granting that it is impossible to include <u>everybody</u> in the consultation process, I submit to you that OERI and any other group which is charged with the task of determining this nation's educational research agenda should strive to provide equal access to the consultation process to a variety of groups, so that all parties with an interest and <u>a right</u> to be heard are given the chance to to

express their views. This concern with the broad participation of all sectors of the American public is particularly valid in view of the Department of Education's recent decision to close the Center for Language Education and Research (CLEAR), an entity which in my experience as a Training Center director was more responsive to the needs of linguistic minority populations than the proposed centers seem to be.

Directly related to the issue of adequate consultation is the matter of the trivialization or politicization of the research agenda, my second concern. Although I am not a professional researcher by trade, in past years I have noted a tendency for Department of Education research to focus narrowly on policy issues or on the trivial concerns of individuals with personal research agendas. Large sums of money have been spent, for example, on attempting to prove whether bilingual education "works," (or rather, in attempting to prove that it doesn't work), or in legitimizing the use of a particular program model (such as "structured" immersion) which not many districts have been implementing. In one instance, the motivation of the research sponsors came into question because of their reluctance to release the results of a study they had commissioned (presumably because the findings did not square with their apparently preconceived notions). An example of trivializing the process research involves a recent study of "selection procedures for identifying students in need of special language services." The study comes to the earth-shaking conclusion that "methods used to exit language minority students from bilingual programs should involved multiple indicators of English language proficiency," something which even a novice teacher knows and usually practices. While these inconsequential matters are investigated at considerable expense to the government, really important issues of concern to the populations being served remain unaddressed.

For instance, I am sure that local education agencies would be

interested in finding out how teachers, counselors, and administrators from various backgrounds can be prepared to work in multicultural environments. My wife is an ESL teacher in a local district in the DC area, and she has compiled extensive anecdotal evidence which illustrates the value to her school district of having school personnel available who are bilingual and bicultural--even if the schools don't have full-fledged bilingual programs in operation. On several occasions, she--who is fully bilingual and bicultural and has specialized training in ESL and bilingual education--has been able to solve a problem for the district, such as preventing a language minority child from being incorrectly placed in special education; explaining to non-English-speaking parents important procedural aspects of school; and assisting in the testing of kids. I am sure that researchers could make a valuable contribution to education in America by focusing on the difference that qualified personnel makes in the delivery of effective services to language minority students, regardless of the methodology employed or the program implemented.

Simply put, my point is that practitioners and educational administrators have a greater need for research results that will help them design and implement better programs that serve the needs of their minority populations than for determinations that this or that educational model should not be mandated by the federal government because it is not effective in all situations. It is time to give policy-oriented research a rest and focus instead on action research--the type of research that is likely to have an impact on programs, curriculum, and methodology.

My third concern has to do with the 12 priorities proposed as part of the research agenda. Inexplicably, there is no priority assigned specifically to the educational needs of linguistic minority and limited-English students,

despite the fact that these pupils constitute the fastest-growing school population in America. A passing reference is made in the Federal Register of September 12, 1989 to "cultural diversity" as one of four pervasive themes that should guide the agendas of the 12 proposed centers. Unfortunately, a vague reference to cultural diversity is not an adequate governmental response to the special needs of language minority students. An acceptable response would be the creation of a national center specifically addressing language minority or limited-English-proficient populations, and focusing the research on various aspects of language education, on the design of meaningful language education programs and materials, and on the education and training of sensitive and sensitized teachers and other educational personnel who can serve both minority and majority populations.

Once again, I commend the work of this Subcommittee, and I hope that these hearings will ultimately result in a fairer and more inclusive educational research agenda for the federal government.

Chairman OWENS. Thank you very much. I want to thank all of the panelists who testified. I found all of the testimony to be quite useful and stimulating.

I would like to begin with a few general questions to all of you. I used a very strong word in my opening statement. Incest, I said, had taken place in the process of assembling people to develop these guidelines. In the hallway, during the recess, a lady came up to me and said, "You are right, incest. All you have today are male PhDs testifying. You are continuing the incest."

We focused primarily on people who were close to the work of the centers, and that was our primary goal today, to get people as close as possible. We have had previous testimony on looking at a possibility of revamping the OERI operation in general. We have had people from the defense sector, from the private industry, a number of different groups.

One of our panelists this morning listed a set of people, Mr. Boyer and some others, that we will probably have in the future as we move forward in looking at the broadest possible picture in terms of the functioning mission of OERI.

For this particular process, and for these guidelines and the RFP to be developed for this purpose, in your opinion, who else should have been consulted? There are large numbers of people who were involved by OERI. They can certainly bury us with numbers; 20 postsecondary education and adult education invitees, 53 invited for elementary and secondary education, people in those areas, large numbers of people, broad cross-section.

The question is, who else should have been invited? How should that process be examined? In the preliminary report that we did, in case any of you have read it, you might find recommendation number one was for some kind of agenda setting, priority setting group that would be permanently established and would cover a cross-section of people. That would only be 29 people that we recommended there. The administration would have a large number in terms of the directors of research for the Departments of Defense and Labor, the Assistant Secretary for the Office of Education and Research, OERI itself, the Secretary of Education, directors of the National Science Foundation, National Institutes for Health, National Endowment for the Arts, the National Endowment for the managers as well as the librarian of Congress—that's a large block of executive branch people except for the librarian of Congress.

Then you would have one representative from each of the two major national teacher associations, one representative from the National parents group, one representative from chief state school offices, one representative from the foundation community, six representatives from private industry to be appointed not just by the president but one by the president and one appointed by the majority/minority leaders of the House and Senate. You would have a cross-section of people from private industry in terms of political representation, if you want to put it that way.

Remaining representation would be drawn from the educational research community, but they would, of course, have to be appointed by somebody, so you would go back to the majority and minority leaders of the House and Senate; and three would be appointed by

the President. The board, we recommended, would be chaired by the Vice President as the National Space Agency is chaired.

I see you are dying to get to this, so why don't you begin, Dr. Webb?

Dr. WEBB. It seems to me that you are having all the movers and shakers and you had a very estimable panel sitting up here earlier this morning, Drs. Wallace, Imig and Wise. The gentlemen who spoke at this panel that I am sitting on are also considered among educational leaders in their field.

It seems to me that your missing element is your third grade teacher, for example. Let's talk about the questions that Mr. Ballenger was dealing with. How are you going to translate this into the classroom? Mr. Martinez was talking about back in his home state, how would this be translated into a classroom?

I would think that you could get an interesting, different and valuable perspective if you had more practitioners, more people who were working in schools on a day-to-day basis, not simply the third grade teacher but possibly curriculum coordinators, possibly a school principal, not necessarily the head of a nationwide organization.

I am suggesting that if ultimately the intent of all of the work of centers and laboratories is to translate meaningful and effective research into school-based functioning, into effective work in schools, then maybe we can learning something through the perspective of the person in the schools.

It would be most helpful if such a testimony were within certain conceptual parameters that were shared with the person before he or she testified before the committee in terms of what you are looking for from them.

Chairman OWENS. Are you saying that although there is a danger that those kinds of people may have tunnel vision, it might be good to have a large collection of people with tunnel vision all together, collectively, and that it might add up to far more than they do individually? Is that what you are saying?

Dr. WEBB. Well, that assumes I subscribe to that theory. I do not subscribe to that theory. I think the most important people in our school systems are the ones who spend five, six or seven hours a day with our children and who exert the most enormous and long-lasting influence upon kids.

I am saying that simply because their perspective is limited to that of the classroom, to say that they have tunnel vision, I think, sells them short.

Chairman OWENS. Do other people want to comment on that question?

Dr. SANTIAGO. Yes. They probably do not have any more tunnel vision than the researchers do. It is just a different tunnel. Probably many tunnels make a larger tunnel and eventually——

Chairman OWENS. So elaborate on it. You have national organizations that do represent teachers.

Dr. SANTIAGO. Exactly.

Chairman OWENS. I assume the leadership of those organizations represents a broader viewpoint of the interests and concerns of those teachers rather than to pick a lot of different people from within the set-up who focus on one particular aspect of it.

Dr. SANTIAGO. My problem in my present situation, of course, is that if you go down the list of the distinguished people who are participating in the panel, you see a glaring omission. They represent, essentially, the majority of America. If these centers are supposed to—the mission that was read very eloquently made reference to equal educational opportunity. That is negated if the representatives are unrepresentative.

So something has to be done not only to include practitioners, because ultimately the last panel spent a lot of time talking about the difficulty of making or finding that engineer that takes the research results and translates them into practice.

If you have somebody involved from the beginning, they do not have to be expert researchers because everybody contributes a little piece to the total puzzle, but if you have somebody in the loop at the very beginning, the process of what I call educational engineering, it becomes easier.

So my recommendation is that you need practitioners and also you need representatives of special groups. Now the representative of the special group may be the head of an organization or it could be just a plain individual.

Chairman OWENS. I think there will be one glaring omission in this little book as well as with the OERI process, specifically for these centers: that we do not see any bilingual representation. Groups with limited English-speaking ability are not represented as a group; yet the legislation singles them out.

One need addressed with these grants is to improve the building of schools to meet their responsibilities to provide equal educational opportunities for all students, including those with limited English-speaking ability. That is one group that is singled out and traditionally has been ignored or given short shrift in the process.

Dr. Keller, you wanted to comment?

Dr. KELLER. I would just comment on the glaring omission is that the local school district administrator, the superintendent, elementary or secondary principal are not included and that is where the rubber hits the road, Mr. Chairman, on any of the research and making it happen. I would hold for the practitioners in those particular positions being included also.

Chairman OWENS. Would you care to comment?

Dr. KEEFE. Just a brief one, Mr. Chairman. I think the wider consultation is obviously the answer. The way in which you go about it is probably the problem. Perhaps decentralizing it might be useful. Having all the testimony here is a clear impediment for many people in the schools. To take the show on the road would probably be very useful for both OERI and perhaps even for this subcommittee.

We need to hear from practitioners, both the administrators and teachers. We need to know what their feelings are. Many of the associations that are represented here today take their point of views from the representation of their own membership. In fact, there are many points of view represented in the way in which we conduct American education. We need, in whatever economical way we can do it, to hear as many of them as possible when we develop public policy.

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Chairman OWENS. Two last questions. Dr. Webb spun out a whole list of topics that certainly, I would agree, need to be considered in this process of setting forth topics and issues for research.

I just wonder, is there some way to look at that process in terms of there are certain things that might be more suitable for individual researchers to begin, and as we draw in the benefits of individual research, we can build on an agenda for centers to expand on that or set an agenda for centers based on what individual researchers showed us needs to be done to continue the process?

Is there a continuum which ends up with the labs to take the benefits of all this research and to deliver it, as you said? Is there some way to look at the role of individual researchers in this process as we look at whether or not topics have been covered and certain groups and concerns have been covered?

Dr. WEBB. Yes. Having spent time in a university structure, one of the things that is very, very apparent in that environment is that there is ongoing and continuing individual research that takes place. That research can have a whole variety of motivations.

It can be research that a person does because he or she is interested in promotion and/or tenure at the institution and must show that he is involved in some gainful area of research. It can also reflect the interest and concern and involvement that a particular university person has with education and with educating youngsters.

I am speaking most particularly about the area that I am familiar with, namely schools of education. So I would submit that there is a large body of individual research that goes on right now that may be outside of the loop of labs and centers.

The job of the laboratories, Mr. Chairman, I think, as you properly indicate, is to take that research, that focused research that comes from centers, to be aware of that research that is done by individuals. It is not very difficult to be aware of it. One need only through the journals, look through Education Week, look through a number of the periodicals that come out that do keep you pretty well informed as to what is going on and what the trends are.

For example, if you were to take a look at where we are now in terms of school-based management and school site management, the pretense and the signs have been there for years in terms of the kind of research that has been done both by individuals and within institutional structures.

So I would suggest that the notion of taking the resources, the government, at this juncture and putting them in to support individual research would not be the wisest way to use limited resources but rather to take those resources and put them in a concentrated and focused way in centers that have a mission, would be the best use.

Chairman OWENS. Thank you. I have several other questions that I do want to ask, but I do not want to keep you any longer. I have to go to vote. I would like to submit questions to you in writing and have you respond to those in writing, including a question concerning parental choice.

In my opening statement I mentioned that the cyanide of choice has been laced throughout these guidelines. Parental choice appears three times, as if it were an established concept in education.

I would like your reaction to what role parental choice plays in terms of giving direction and instruction to researchers at this point. Is it scientifically validated anywhere?

The President may try to sell an idea and a concept as much as he wishes, but to have it appear in research guidelines I think is intimidating the researchers, and pushing a political agenda in the process of promulgating the research guidelines. That is my opinion. You know my opinion. I would like to hear yours in writing.

Again, I want to thank you. Sorry we are a bit rushed at the end here. The hearing is now adjourned.

[Whereupon, at 1:00 p.m., the subcommittee hearing was adjourned.]

[Additional material submitted for the record follows.]

Richard C. Wallace, Jr.
Superintendent of Schools

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November 7, 1989

Mr. Laurence Peters
Legislative Counsel
Subcommittee on Select Education
518 House Annex 1
Washington, DC 20515

Dear Mr. Peters:

This is to acknowledge receipt of the letter dated November 1, 1989 from Major Owens, Chairman of the Subcommittee on Select Education.

I will respond to the first two questions listed on page 2 of the letter. I am dictating this letter from a telephone at the airport and do not have the Subcommittee Preliminary Staff Report with me. When I return from a meeting of the Council of the Great City Schools on Monday, November 13, 1989, I will forward my response to that report.

Question: What role, if any, does parental choice play in terms of giving direction and instruction to researchers? Is it scientifically validated anywhere?

To the best of my knowledge, there is no scientific validation of choice as educational policy or as an educational innovation. I believe that John Chubb, of the Brookings Institute, has published a book dealing with a comparison of the private schools with public schools. However, I do not believe that his book can be applied validly to the concept of choice within a public school system.

Secondly, James Coleman completed research comparing parochial schools with public schools and reported that parochial schools did a more effective job of educating minority students. However, it should be understood that Coleman has had a history of producing findings which have subsequently been challenged and disproved by other researchers. Based on his research in the sixties, he declared that "schools do not make a difference"; only the socio-economic level of the parents makes a difference in student achievement. The research of Ronald Edmonds, and many other researchers, has demonstrated clearly that effective schools can teach all children - schools do make a difference!

With respect to giving direction and instruction to researchers, on the issue of choice, I do not believe that any has been given by O.E.R.I. If one were serious about doing research in this area, then one would have to set up control and experimental groups and thoroughly investigate the effects of the "choice programs" on student achievement, attendance, school climate, parental attitude, etc. One would also have to examine with the same degree of rigor schools that students were forced to attend in order to make a valid comparison.

One of the most serious issues to be investigated in "Schools of Choice" is the variable of elitism and the potential positive and negative effects that that variable may have on student learning and student and parental attitudes. I do believe that the issues are sufficiently well defined to be researched at this point. Further, there is not sufficient money available to launch a comprehensive study of the issue of choice.

Question: How can O.E.R.I. better coordinate the present system of labs and centers? Why is the notion of cross cutting demands not going to work? What should O.E.R.I. be doing instead to incorporate greater collaboration and use of existing resources?

The simple response to a rather complex question is really one of incentives. Clearly, there is no financial incentive for labs and centers to work together. The level of funding from O.E.R.I. for labs and centers is so miniscule that the institutions cannot afford to spend scarce resources to collaborate when they can barely achieve their own agenda. Therefore, in my judgment, better collaboration will not occur until there are financial incentives to do so.

The notion of cross cutting themes, if I understand the question, relates to thematic research versus school level research. In my testimony I pointed out that "everybody's business will become nobody's business." That is to say that I do not believe that serious research can be accomplished on the contextual variables that influence student learning without taking into account the level (elementary, middle, secondary) at which schooling takes place. There already is sufficient existing research to demonstrate that context variables do influence student learning.

If O.E.R.I. is serious about encouraging greater collaboration and sharing of existing resources, then they must provide the financial incentives to do so.

I will be back in the office on November 13. In the event you have any questions, do not hesitate to call.

Sincerely,

Richard C. Wallace, Jr. L.S.

Richard C. Wallace,Jr.
Superintendent of Schools

ls

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American Association of Colleges for Teacher Education

November 27, 1989

Representative Major R. Owens
Chairman
Subcommittee on Select Education
518 Annex 1
Washington, DC 20515

Dear Mr. Chairman:

In response to the questions posed in your letter of November 1, I offer the following:

1. "What role, if any, does parental choice play in terms of giving direction and instruction to researchers? Is it scientifically validated anywhere?"

I feel it is important to think first about how we define "choice." Earlier this year the Education Commission of the States published a helpful document for state policy makers that addressed some of the public policy issues surrounding "choice." Their first assertion was that all parties need to be of one mind in regard to what is intended by "choice." If a public school system allows parents to enroll mathematically gifted children in a magnet school for science and technology how is that similar or different from vouchers which promote choice between public and private school systems? Unless we are very clear about how "choice" is defined, it is difficult to speak to the second part of your question. The one major study of which I am aware on vouchers was conducted at Alum Rock, California and as you probably know the results were not conclusive. This doesn't mean that issues involving educational alternatives are not researchable; they certainly are. My caution is that care must be taken in how language is defined and how the research questions are framed.

2. "How can OERI better coordinate the current system of labs and centers? Why is the notion of cross-cutting themes not going to work? What should OERI be doing instead to encourage greater collaboration and use of existing resources?

The first step in better coordinating the current system of labs and centers is to carefully consider the federal requirements for research and dissemination now imposed on each. Once this is done, serious thought should be given to the capacities of both entities for R&D. Most centers are housed in universities and, quite honestly, universities are not designed for rapid dissemination of research results. For good reason, the norms of universities stress careful review of work, and revision. Laboratories, on the other hand have, or should have, outlets and networks to facilitate relatively rapid dissemination of research products. If lab/center coordination does not occur; it might be encouraged or required in the grant RFPs.

I'm curious about the assertion that cross-cutting themes, de facto, won't work. While any of us may quarrel with specific themes identified by OERI, the idea of attempting to build some linkages between Research Centers is a good one. I'm not convinced OERI should do something instead of thinking about cross-cutting themes, but I would hope they would think of ways to encourage collaboration in addition to them. To do so, the idea of collaboration must be considered as the research agendas for the centers are developed. I identified, in my testimony, some obvious linkages between the center on Learning to Teach and several others. Astute researchers will also see these potential linkages and develop proposals to capitalize on them. If there is concern that this will not happen, priority could be given to proposals that reflect collaborative approaches.

3. In your written statement you comment that the federal funding of mini-centers is misdirected; that this investment would be better spent on the main center recompetition. Please elaborate further on the basis of this observation.

I believe my statement was that mini-centers should be allowed to expire and, rather than re-funded, direct monies into national centers competed in future years. I would not want my remarks to suggest immediate termination of existing mini-centers. Mini-centers were created in response to pressure from policy makers to support research on many more topics than there were funds available and to satisfy individual researchers who, correctly, were troubled that the bulk of OERI money was directed to institutional arrangements (Labs, Centers, ERIC). The mini-center "solution" attempted to identify narrow research topics and provide them minimal funding. The problem is, even relatively narrow research topics may be very complex and require a critical mass of personnel and resources to do the work. For that reason, mini-centers were essentially doomed before they began. If an issue or topic is important enough to merit a federal investment, then that investment should be at a level sufficient to carry out sophisticated, useful work.

I hope these responses are helpful. If AACTE may be of assistance to you during the Lab and Center competitions and the forthcoming reauthorization of OERI, please do not hesitate to contact us.

Sincerely yours,

David G. Imig
Executive Director

NOV - 9 1989

NAESP

National Association of
Elementary School Principals

November 9, 1989

Major R. Owens
Chairperson
Subcommittee on Select Education
U.S. House of Representatives
518 Annex 1
Washington, D.C. 20515

Dear Mr. Owens:

Thank you for having provided us with the opportunity to testify before the House Select Education Subcommittee on the highly important issue of retaining the Center for Research on Elementary and Middle Schools in the OERI national Centers Competition.

I, too, am sorry our time to discuss your questions was constrained and am pleased to receive your letter asking us to provide you a written response to those issues that remained unanswered.

Let me take your questions in order.

1. What role, if any, does parental choice play in terms of giving direction and instruction to researchers? Is it scientifically validated anywhere?

It would be helpful to school districts examining various options for restructuring school organization, methods of delivering services to children, and parent involvement mechanisms to be able to access a reliable data source. The identification, description and evaluation of the variety of options already offered by local school districts could assist other districts in their restructuring efforts. Information needs to be available on what works, what didn't work, and why. Federal data collection, not federal proselytizing, is the preferred mode.

The only study on choice we have seen is "The Sorting Machine", really a report rather than a full research study, which refutes choice as being the cause of improvement in student achievement. It calls attention to the varied approaches used by schools, local school decision-making, and selective admissions as more relevant factors in student achievement than choice per se. To our knowledge choice has not been scientifically validated anywhere.

2. How could an elementary and middle school center help in restructuring efforts of the kind currently in process throughout the country?

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An elementary and middle school center can examine the totality of the school, the interplay of all the elements that bear on student learning: school climate, principal leadership, student demographics, resource allocation, and outcomes. Each does not operate in isolation from the other. The dynamic of the interactions of all the elements making up "the school" are what make it succeed or fail and, therefore, are what need to be assessed. Examining and reporting on one or more areas of interest in isolation would miss the complex and comprehensive process that sets the stage for student success.

School districts could learn much about effectiveness through studying such research. The development, implementation, and evaluation of various restructuring models would aid local schools and school districts in determining which elements in what configuration blend the best in achieving the schools' objectives.

One example currently carried out by the Center for Research on Elementary and Middle Schools is the Cooperative Learning Project, details of which are, of course, available from CREMS.

3. How do the proposals outlined in the Subcommittee's Preliminary Report fit into your (organizations') thinking?

As we briefly presented in response to your question, we believe the composition of the policy advisory body must be expanded to include one elementary and one secondary school principal. The person whose leadership translates research into practice at the building level is that school's principal.

A key component of any federal research commitment is to put research findings into practice. If that mission is to succeed, the advisory body that is setting the direction for the research needs the counsel of practicing principals from the beginning. As you so well stated, this board also must be free from partisan interference.

Long term goals are essential, and Congress and the new board must be thoroughly involved in their determination. We cannot have a meaningful research agenda or produce useful products with the type of "flip-flop" operation that has thus far existed. The federal commitment to educational research and development is woefully below the need. More funds, such as the 1% of the education budget you suggest, coupled with long term goals and objectives, would help substantially.

You might want to consider establishing the task force (Recommendation 4) from members of the advisory board. The rampant territoriality among ED's offices is sufficient to block any meaningful attempts at coordination, although the Compensatory Education office has been very amenable to participation in several such endeavors.

To achieve the coordination you envision among various departments is the height of optimism. That it should and must occur is well-accepted, but making it a reality would be an awesome, mind-boggling task.

Dissemination, if it is to truly be a responsibility of OERI, must receive a heavy leadership commitment. Lip-service just won't do. NAESP has worked closely with OERI in a number of dissemination efforts and will continue to do so.

The function of the proposed center-lab for the effective education of the disadvantaged could be, with additional funds and clear direction, assumed by the Center for Research on Elementary and Middle Schools and the Center on Effective Secondary Schools. Effective education for disadvantaged students is a school-based, not a subject or single area-based, mission. The "gestalt" of the school makes the outcomes successful or not. It's a complex interdependent process, something the previously mentioned Centers could and should handle.

Successful public-private partnerships directed toward achieving long-range goals would be extremely valuable assets to the nation's research and development agenda. Those that already exist can serve as initial models for other creative arrangements.

Thank you again for this opportunity to expand our comments on the OERI Centers Competition and the Subcommittee's Preliminary Report. We look forward to continuing to work with you in improving the federal response to the nation's research and development needs.

Sincerely yours,

Edward P. Keller

Edward P. Keller, Ph.D.
Deputy Executive Director

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Capitol Comments

Choice in education: a not-so-new idea

By Ed Keller

Picking up where the Reagan administration left off, President George Bush has latched onto choice as the parental involvement issue for the federal "bully pulpit." Ronald Reagan argued for choice through the use of vouchers and tuition tax credits. Both were soundly defeated, thanks to the efforts of the National Coalition for Public Education, of which NAESP is a leading member.

President Bush is using a different approach. His administration claims that the spirit of competition will strengthen our schools; therefore, parents should choose which schools their children attend.

Is this a new idea suddenly discovered by the administration? Hardly. Many public school systems throughout the United States have included open enrollment choice programs for years. These programs, however, have been based on student need, not on creating competition.

There are within-school options: alternative schools, magnet schools, and a host of local programs that give parents the opportunity to choose a particular public school setting for their children. (Twenty years ago my children attended school in a system that offered alternative elementary school options.)

Locally developed, locally controlled, carefully constructed alternatives can and do work. But that is not the issue. If it were, the administration, through the Department of Education, could identify successful public school choice programs and disseminate information on them, as it has on topics like reading, educating disadvantaged children, and principal selection.

Instead, the rhetoric implies that all good things are created by competition and that competition is required to stimulate our nation's schools to achieve excellence.

The Reagan agenda continues

If the public — and educators are part of the public — buys the idea that competition in education is essential, the way is then paved for the Reagan agenda of vouchers and tuition tax credits for elementary and secondary education.

This, we believe, is the political agenda of the choice proponents. The direct approach was unsuccessful during the Reagan years. Cooping business to extol the virtues of competitiveness, labelling education a consumer issue, and then blending the two into a federal public relations campaign ostensibly on behalf of parents is a less direct and more appealing attempt to make that political agenda a reality.

Bush spokespersons tell us that they mean choice among good schools, not between good and bad schools. They also say choice is not intended to foster segregation. We would feel more comfortable with these statements if the spokespersons also advocated the funding levels necessary to make all schools good schools, and if the administration's commitment to civil rights was more evident in action than in rhetoric.

Secretary of Education Lauro Cavazos recently praised our nation's post-secondary education system as a demonstration of the value of choice. "Schools compete for students, offering a variety of programs to satisfy distinct needs ... There are choices at the post-secondary level — and they have helped to produce the highest caliber educational system."

Apparently our elementary and secondary schools are failing and our universities and colleges are succeeding because of choice. Where did the "high caliber" students in college come from, if not from our supposedly unsuccessful, uncompetitive elementary and secondary schools?

Post-secondary choice

And how does post-secondary choice work? It works by putting into place a several-tiered system based to a large extent on income and ability. In other words, potential students are sifted through university-established criteria, which include grade point average, test scores, and, by virtue of tuition level, socio-economic status.

Is this what the administration has in mind for elementary and secondary education, to copy this "high caliber" post-secondary system of selective admissions? Perhaps not, and we hope not, but when Secretary Cavazos says, "I am convinced that the same approach can promote progress and success for our elementary and secondary schools," one has to wonder.

Two federal agencies are already involved in the choice campaign. The Department of Education will be conducting a series of regional meetings on choice in education starting in early October. The United States Office of Consumer Affairs is the other agency involved, and it's footing the bill for the free distribution of the booklet *Choosing a School for Your Child*. Interesting, isn't it, and consistent with the Bush administration's direction. (For a free copy, send name and address to Dept. 597V, Consumer Information Center, Pueblo, CO 81009.)

Post-secondary choice works on a system based to a large extent on income and ability. Is that what we want in our lower level schools?

Choice in education is not a federal issue. It is a matter for local schools and school districts to determine. Parent involvement in the planning and development of local public school choice programs is essential. The series of questions prepared by the National PTA offers excellent guidance for those interested in initiating or reviewing choice programs. (Write National PTA, 700 N. Rush St., Chicago, IL 60611.)

Choice has most likely been selected as an issue by the administration because it ...

1) Appeals to those who think the president is advocating a new right for parents, as though it didn't currently exist.

2) Gives the administration a quasi-education issue to serve as a smoke screen to cover its inadequate and woefully unresponsive commitment to our nation's education crises.

3) Sets the stage for future expansion of a federal diversion of public funds to private education, the continuing agenda from the Reagan years.

There is no doubt that choice in education will be a continuing topic of discussion. If you have a choice plan operating in your school district, please send us a copy of the policies under which it was developed and implemented. We'd appreciate it.

Dr. Keller is NAESP's deputy executive director.

NAESP News

P.2

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Statement by Samuel G. Sava
Executive Director
National Association
of Elementary School Principals

For release Oct. 23, 1989

CHOICE AND THE FAMILY REVOLUTION

Minneapolis-St. Paul — Choice rests on two ideas: first, that parents should be free to select the public schools their children attend, regardless of where they live; and second, that allowing parents to exercise this right will introduce competition — and therefore improvement — among schools that are now insulated from competition by neighborhood "assignment zones" and other civic constraints.

As arguably good proposals among a dozen that might be advanced, these ideas deserve a try. But if Choice is to be — as both President Bush and Secretary Cavazos have proclaimed it — the cornerstone of this Administration's school-improvement efforts, the results will be disappointing at best and chaotic at worst. For Choice utterly fails to address the root of our student-achievement problems today. . . problems that stem largely from the choices parents have already made.

Comparing declines in student performance with changes in the American family since 1965 — rises in the incidence of divorce, of single-parent families, of births to unmarried mothers, and the employment outside the home of mothers with children five years old and under — it seems to me undeniable that the greatest single cause of our educational maladies in the last generation has been the loss of that "hidden curriculum of the home" — above all, practice in hearing and speaking English — that children once received from their parents, and which prepared them for formal schooling.

Research bears this out. In 1984, for example, Dr. Harold Stevenson of the University of Michigan and his colleagues from

SAVA/CHOICE — 2

Japan and Taiwan found, in a study of 5,000 children, that American students began lagging behind their Asian peers *by the fifth month of first grade.* Reasoning that such early differences could not be explained by poor teaching, Stevenson concluded that "the trouble lies not only in American schools, but also in American homes."

Millions of parents no longer provide the "hidden curriculum" because they are not home to do so. They are caught up in a Family Revolution as significant, I believe, as the Industrial Revolution. For good reasons as well as bad, they have rejected traditional taboos against divorce, revised the concept of "career" to include mothers, and they are trying now — through means ranging from day-care and "the Mommy Track" to paternal as well as maternal leave — to re-invent parenthood.

The overwhelming educational problem for our time, however, is that nobody has figured out a way to re-invent childhood. Until we do, other school reforms will arrive too late in children's lives to correct the grave, hard-to-reverse learning deficits that typicallly show up by fourth grade. *It is not better curricula our children need most; it is better childhoods.*

If this Administration wishes to make a serious difference to American education, it will have to take the lead in helping our society restore the learning-supportive childhoods that parents no longer provide. That means, among other steps:

* One year of pre-schooling for all children whose parents wish it, not just those who can afford it;

* Reducing pupil-teacher ratios for at-risk children, in kindergarten through third grade, to 15-to-1;

* Creating supervised care-and-study centers, before and after school, for latchkey children; and

* Mobilizing the nation's older children and youth to tutor younger ones, giving them the one-on-one attention that classroom teachers cannot.

These proposals are vastly more ambitious than Choice, but we will not see lasting school reform until we first see childhood reform. In the absence of ideas that address the Family Revolution, Choice will produce little more than a national game of musical chairs, as parents hop from school to school in the futile pursuit of solutions that only parents themselves can provide.

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November 9, 1989

Mr. Laurence Peters, Legislative Counsel
Subcommittee on Select Education
518 House Annex 1
Washington, D.C. 20515

Dear Mr. Peters:

The Select Education Subcommittee Chairperson, Major Owens, has asked me to address a response to you on several questions concerning the OERI Hearing of October 26, 1989. Please extend my appreciation to Mr. Owens for his strong leadership in this important process.

Question 1. What role, if any, does parental choice play in terms of giving direction and instruction to researchers? Is it scientifically validated anywhere?

Response. The issue of parental choice in education is a legitimate policy issue that is amenable to formal research. Little or no systematic research has been done on the issue. The proposed OERI list of Research and Development Centers diffuses the issue by incorporating aspects of "choice" in several center missions. I would suggest that it is essentially an equity concern and should be considered exclusively in the proposed Center on Educational Policies and Student Learning.

Question 2. Please comment further about the practitioner's use of center products.

Response. My strong bias is that no true basic research is undertaken in education, that all educational research is, to a degree, applied, and that only research with implications for schooling should be supported by federal or state monies. Research and Development Center research should be the front end of a pipeline to schools. Each Center should be required to communicate its findings to the educational laboratories, state departments of education, and school districts so that practitioners are aware of them and can act on their implications. The existing Elementary-Middle and Secondary Centers have been quite successful in this regard.

Mr. Laurence Peters
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Question 3. Please comment on the proposals outlined in the Subcommittee's Preliminary Staff Report and how they fit in your thinking.

Response. I strongly support the preliminary report's first and second recommendations. The Elementary-Middle and Secondary Center missions must be continued and a single clear theme for all centers would surely strengthen the focus of Center effort. (I would recommend "Student Engagement.") The problems of the limited English proficient student may not demand a distinct center but could be addressed as a major component of the existing Center for Research on the Education of Disadvantaged Students or in the proposed mission for Education in the Inner Cities. The issue of choice is a legitimate topic for research but should be studied as a policy question to inform political and practical decisions at the state and local levels.

Very sincerely,

James W. Keefe, Ed.D.
Director of Research

cc: Richard Kruse
Fred Newman
James McPartland

JWK/pp

"Strength Through Wisdom" Revisited:
Reauthorization of OERI Act
The Need for a Center for Research on Foreign Language Learning

Written Statement for
House Subcommittee on Select Education
Hearing on Reauthorization
of the
Office of Educational Research and Improvement

Offered At The Invitation Of The
Joint National Committee for Languages

by

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October 26, 1989

Mr. Chairman, members of the Committee, ladies and gentlemen, it is an honor an a pleasure to comment today on issues surrounding the reauthorization of the Office of Educational Research and Improvement at the Department of Education.

As an instructor of foreign language and literature at a major university, I have over a decade of experience in foreign language education at major universities and at a liberal arts college. In this time I have counseled students regarding language study in courses, international educational exchanges, and careers, assisted in preparing teachers to teach foreign languages in K-12, worked with high school teachers to strengthen the articulation between high school and university language instruction, and have worked in many other language related activities. I am currently an assistant professor of literature and language with responsibility for coordinating elementary and intermediate French language instruction at American University. While my comments this morning are offered as an individual, in many cases they also reflect concerns which have been voiced on many occasions and in many fora by the organizations and individuals active and concerned about the state of language and international studies in our nation. I am offering these comments at the invitation of the Joint National Committee for Languages which represents many of the language education organizations in the United States.

BRINGING OUR SKY-WRITING DOWN TO EARTH:

Language and international skills are a keystone in our nation's strategy to secure peace, prosperity and future prospects. Reports such as Workforce 2000 and the more recently issued report, Investing in People: A Strategy to Address America's Workforce Crisis by the Secretary of Labor's Commission on Workforce Quality and Labor Market Efficiency have highlighted the importance of upgrading education for all Americans to enable our nation to compete in rapidly evolving world markets. As Richard Tucker at the Center for Applied Linguistics notes, two major trends of particular interest to educators emerge from these reports. First, these studies call attention to critical deficiencies in our nation's ability to provide skills needed for the evolving labor market. Language minority individuals are particularly underrepresented in higher education and in positions of authority. Effective instruction of English to language minority Americans is vital for bringing these Americans into the economic mainstream and to provide the basis for sustainable economic development.

Secondly, as our nation's increasing multinational participation in business, diplomacy, science, intergovernmental activities, and scholarly exchange grows, native English speaking Americans remain primarily monolingual, putting our country at a distinct disadvantage in an international context. As Tucker puts it, "The U.S. educational system has been remarkably unsuccessful in developing and expanding our nation's language resources....We need a focused program involving continued research in diverse aspects of language education, the development of coherent language education programs and materials, and the training of educators who are sensitive to the importance of language content instruction for all American residents, both language majority and majority. The national agenda for language education remains unfinished".

Simply learning languages is not the "magic bullet". J. David Edwards, executive director of the Joint National Committee on Languages, reminds us that it would be foolish to suggest that simply learning a second language will erase problems such as the enduring national trade deficit and international competition. "But it would be equally foolish to assume that American business can regain competitiveness without a knowledge of other nations' economies and

politics, without an understanding of their cultures, and without an ability to communicate in their languages." And as he points out, while the Reagan (and Bush) administrations have expressed a national commitment to excellence in education, "the greatest support in this area in real terms has been from the public, state leaders and Congress. Unlike the era of the National Defense Education Act, when national leadership created educational reforms that 'trickled down' to the states and localities, recent reforms in language study and international education have actually 'perculated up' from the states".

There is widening public support for foreign language education, including support for beginning language instruction in elementary school. A 1986 survey cited by Edwards found that 86% of those surveyed felt that it was important to study a second language in elementary school.

Governors--in touch with the local this grassroots sentiment and faced with the complexities of encouraging local economic growth--have strongly supported improved language education. For example, in November 1986 the Southern Governors' Association published a report, "Cornerstone of Competition": which states in its introducation that "each day, we pay a political and economic price for our inability to understand and communicate with our global neighbors." The study called for substantially upgrading language education in the member states (Advisory Council on Education, 1986).

The continued growth of foreign language instruction received another major push last winter from the National Governors' Association. N.G.A.'s task force report on international education recommended increasing foreign language requirements for entry into colleges and universities, increasing opportunities for language study in summer months and after school, and providing second language education in elementary schools. As Governor Thomas Kean of New Jersey wrote in a foreward to the report, "More than ever before our national security--indeed world stability as a whole, depends upon our understanding of and communications with other countries." The N.G.A. 1989 annual meeting focused on "America in Transition: The International Frontier" and a delegation of governors traveled to Brussels to discuss implications of the growing integration of the Common Market as a facet of their work on "America in Transition."

Many governors have worked hard to turn this rhetoric into reality. Indiana, under the leaderhip of Governor Robert Orr, was interested in developing trade with Japan and in bringing in Japanese companies. In 1987, at Governor Orr's urging, the state legislature added $260,000 for new programs to train teachers in Japanese and Chinese. The momentum is building in other states. California has fewer than 20 Japanese programs and a small number of Chinese and Russian programs, even though California has a large Asian-American population and is rapidly expanding its trade with the Pacific Rim. However, the state is planning a major push to promote foreign language education this year.

Nationwide, the changes in the past few years have been remarkable. 31 states instituted some form of language requirement, and all but four reported activities addressing foreign language needs. Many have reinstated language requirements for attending state universities. New York adopted an action plan for global education that provides aid to school districts based on foreign language enrollment requirements, requires students to pass an proficiency exam, and requires all students to have studied a foreign language by nineth grade. Texas, California, Kentucky, Viginia, Illinois, South Carolina, and Florida are among the states that have expanded language requirements. The last survey of foreign-language enrollments conducted by the American Council on the Teaching of Foreign Languages in 1985 found that 4.5 million students in grades 7-12 --one quarter of all students in those grades--were enrolled in a language course. This is about one million more than were enrolled in 1982. In several states, such as Virginia and New York, half of all K-12 students are now studying a foreign language. A study by the

Modern Language Association found that in 1988 over a million Americans were registered in foreign language courses in America's colleges and universities, an increase of 3.9% over 1983. This doesn't include courses at specialized schools like Berlitz and cultural associations like Alliance Francaise.

In addition to increased enrollments in the traditional West European languages, we are seeing growing interest in non-Western tongues such as Chinese, Japanese, and Russian. Some 300 schools now have programs in Japanese, compared with only a handful teaching the subject less than a decade ago. And smaller numbers have added programs in Chinese, Russian, Korean, Arabic, and other languages.

There have been important national initiatives as well. The 1979 report of the President's Commission on Foreign Languages and International Studies, "Strength Through Wisdom: A Critique of U.S. Capability" redefined a national role for language. Previously the major rationale for inclusion of languages in the general curriculum had been allowing us to define our "Western" roots and providing a point of comparision. The study pointed out that language has become a tool in the struggle for economic prosperity, military security,and the quality of life. By changing the framework in which language learning was considered, the report helped forge an alliance between teachers of international studies, language teachers, and the larger public and private community.

Reflecting this emerging consensus, a great deal of national legislation for strengthening foreign language education has been initiated in recent years. The number of bills dealing with foreign language and international studies has increased each year, and Congress has slightly increased funding for foreign languages, exchanges, and intelligence.

The 99th Congress passed the U.S. Scholarship Program for Developing Areas, the Central American Scholarship Program, the Japanese Technical Literature Act, and created the Fascell Fellowships to broaden exposure of embassy and consulate personnel to Soviet and Eastern European cultures. Congress also passed and the President signed the National Defense Authorization Act with provisions for a bonus for members of the Armed forces on the basis of their proficiency in a foreign language. Congress reauthorized the 1986 Higher Education Act whith new provisions for language studies including the creation of two to five regional language centers to focus on foreign language pedagogy. It contains provisions for intensive summer foreign language institutes and assistance for Universities to acquire foreign language publications and requires the Education Department to assist in the publication of materials in the less commonly taught languages. Representative Panetta successfully amended the bill to provide grants to colleges and universities for model language programs, funds for teacher tyraining and internships for foreign language students to work overseas. Senator Paul Simon amended the legislation to mandate a study of a national endowment for international education.

The 100th Congress took further important initiatives to strengthen foreign language education. The fact that many of them were included in two of the major piecies of legislation enacted by the 100th Congress--the Hawkins-Stafford School Improvement Amendments (PL 100-297) and the Omnibus Trade Act (PL 100-418) (with most of the language-related programs authorized in both measures)--suggests the important role Congress envisions for language education in school reform and in strengthening America's competitive base. The Hawkins-Stafford Amendments reauthorize and expand bilingual education and emergency immigrant education, establishes the English Literacy Grant program to build the English proficiency of adults and out of school youths, foreign languages assistance and Presidential awards for teaching excellence in foreign languages. The Trade legislation also established an international business education program to improve knowledge of the international context of business and to provide training in critical foreign languages.

In the current Congress this support for language education and international studies continues. The 101st Congress has made "international networks" eligible for participation in the Library Services and Construction Act programs and increased in permited size of grants for purchase of foreign languag publications. The House legislation reauthorizing the Perkins Vocational Education Act expanded the bilingual vocational education program and mandated a study of vocational education programs in major international trading partners of the U.S. to provide a basis for more adequate assessment of American programs. Legislation authorizing aid to Poland and Hungary established a new exchange program, as did the expansion of the Caribbean Basin Initiative and related international scholarships in the Budget Reconciliation Act passed by the House.

There may be other important developments on the horizon. The "Foreign Language Competence for the Future Act" introduced by Congressman Panetta and the companion bill introduced by Senator Dodd (H.R. 2188/ S. 1690) would provide summer institutes for elementary school language teachers, would provide loans for students studying foreign languages at the graduate level if they enter teaching, would enact the recommendation of the Southern Governors' Association to establish foreign language institutes to assist small and medium sized businesses in international trade and related activity, would provide support for use of telecommunications in foreign language education, and would help establish consortia in critical languages. Other pending legislation for national service, teacher training, reauthorization of OERI research programs and the coming reauthorization of the Higher Education Act offer opportunities to significantly strengthen foreign language education.

While these improvements are potentially important and demonstrate continuing Congressional support for foreign language and international skills, most of these programs have received minimal amounts of funding and in some cases they have not been funded at all. If statutory language and enrollment figures were enough, America would be on its way to moving beyond "the tongue-tied American". But, as discussed below, simple enrollment and legislative authorizations are not enough. Quality research about the America's language skills, the effectiveness of the current foreign language education system, and its implications for business and the broader American community is essential both to upgrade language instruction and to build the political consensus and priorities needed to win badly needed funding for quality language education.

In point of fact, despite major initiatives to upgrade language education by local, state, and federal policy makers, the Department of Education has continued to give very low priority to research on language education. It is time to bring the Education Summit's sky-writing down to earth. Foreign language instruction is currently being offered in just one fifth of elementary schools and 87% of secondary schools. And while the Department of Education has sometimes given rhetorical support for language education (as in the inclusion of foreign language education in former Secretary Bennett's proposal for a "Madison School" model curriculum), effective support whether measured in terms of research and dissemination of "what works" or by funding, has been severly limited at best.

There is wide support for change. For example, 165 business and educational associations have established the Coalition for Foreign Language and International Studies (C.A.F.L.I.S.) to review the state of language education and to make concrete proposals to upgrade language education in our nation.

It is time to move the policy agenda beyond platitudes about moving beyond "the tongue-tied American". America needs to develop hard-headed, empirically-based programs that upgrade language instruction. Research on language education is the lever to accomplish these changes.

"THE DETAIL THAT FAILED": THE NEED FOR LANGUAGE EDUCATION RESEARCH:

Expansion of language "requirements" is not enough. Our nation's college and university students routinely meet their schools' language requirements, but graduates frequently fail to meet the standards required to succeed outside the classroom. Most postsecondary schools expect students to become proficient in a new language in two years. No other country expects students to become proficient in a language in so short a time. The "no go" Chevy "NOVA" and President Carter's "lust" for the Polish people were not simple blunders in translation--they are symptoms of a larger problem with our nation's language education. Many students end up with "survival language skills" able to speak simple sentences like "How much does this cost?" But Americans want to do more than survive--they want to succeed. To raise the level of second language competency to the level needed to succeed in the 1990s we need to work for change in several areas. Educational research and effective dissemination of results is vital to highlight issues and identify effective solutions.

Research on language learning is urgently needed to upgrade basic work on pedagogy in language education. This is clearly researchable, there will be large payoffs in advancing the field, and the findings have clear implications for improving the language competencies of Americans. There are several areas which need substantial research and program development to improve classroom instruction. These issues include:

1. SEVERE SHORTAGES OF CLASSROOM TEACHERS: While administrators have historically proved adept at keeping a warm body in the classroom, serious concerns remain about quality control as new language requirements and growing demand put increased demands on staffing. The increases can be large. For example, Texas, Florida, New York, and Oklahoma experienced 50% enrollment increases between 1983 and 1987. This increase in interest has outstripped the supply of qualified teachers and instructional materials. The Report of the 1985-1986 National Survey of Science and Mathematics Education found that in 1986 52% of high school principals reported having difficulty hiring fully qualified instructors in foreign languages (compared with 38% in biology, 38% in physical sciences, and 37% in special education). The shortages of qualified bilingual teachers are even more severe for many languages.

In some cases teachers have simply been recruited from abroad--and if the government refuses to extend a teacher's visa, recruiters just go back and recruit another foreign teacher. While international exchanges have a valid and important role in upgrading language instruction, such a 'visa driven merry-go-round' is not an effective long term strategy for upgrading language instruction in the United States. Information on this practice and on problems in recruiting qualified instructors is vital for public policy.

Quality research that identifies the demand and supply for qualified language teachers, that examines the adequacy of the credentialing process, and on other factors in determining the supply of teachers provides information that is essential if America is to sigificantly upgrade language instruction. While some of this information can be gleaned from broader studies, such as those conducted by the National Center for Education Statistics, more detailed information on staffing of language education courses and its relation to other aspects of language education (including those discussed below) is needed.

2. UPGRADING THE SKILLS OF CURRENT TEACHERS: A key element in strengthening language education is inservice training and staff development. Teachers with inadequate language skills sabotage language instruction by creating new generations of students who suffer the drugery without learning the language. In time this failure creates new generations of language teachers who don't know the language and undermines public support for language instruction.

In-service training is particularly important for language instructors because language skills, like the skills in music or sports, require constant practice. Research based information on inservice training and on effective models for in-service training is seriously inadequate. The little evidence we have is not encouraging. The Center for Language Education and Research (CLEAR), through funding from the U.S. Department of Education, sought to assess the status of foreign language instruction by conducting an in-depth national survey of elementary and secondary schools. Many schools not currently offering foreign languages said they were interested in doing so. Only slightly more than a fifth of the elementary schools offered foreign language study, and of these the overwhelming majority (86%) aimed at various introductory exposures--only 14% of the elementary schools that offered languages offered programs in which students were likely to attain some degree of communicative competence in foreign languages.

This CLEAR "National Profile of Foreign Language Instruction at the Elementary and Secondary School Levels" found that 81% of secondary schools said all their foreign language teachers were certified to teach at the secondary level, while only 26% of the responding elementary schools reported that all their teachers were certified for foreign language teaching at the elementary level. In part this reflects the lack of available teacher training and certification programs geared toward elementary foreign language teachers.While in-service training is vital to sustain and upgrade instructor language skills, only about half of the elementary school instructors and 69% of the secondary school language instructors in schools with language programs had participated in staff development or in-service training during the past year.

Research that identifies effective practices and models in language education is essential both to inform us about what works best in upgrading teacher skills, and to continue to direct attention to the need for action in this vital area.

3. IMPROVING THE VERTICAL AND HORIZONTAL ARTICULATION OF ELEMENTARY, SECONDARY, AND POSTSECONDARY LANGUAGE INSTRUCTION:
In the architecture of our nation's foreign language system there are severe discontinuities, as Dick Lambert at the National Foreign Language Center points out. Early language learning often is not used as building blocks for developing higher levels of foreign language proficiency. Instead we often find ridiculous situations where a student who has had four years of intensive French is thrown back into an elementary French I program with children who have had no exposure to the language.

It is often said that kids are leaving language classrooms without command of a second language. However, when it comes to research, we know very very little about the language and intercultural background that students bring to the classroom, we know little about exactly what proficiency they leave the classroom with, and we know even less about how those language skills are developed or lost after the student leaves the classroom. If the quality of language instruction in this nation is to be upgraded--and if we are to eliminate the terrible waste and close the gaps that undermine language instruction today, effective research on how to improve articulation is needed.

While little data is available on articulation, again the CLEAR "National Profile of Foreign Language Instruction at the Elementary and Secondary School Levels" provides a glimpse of what appears to be a major problem. The study found that nearly a third of the elementary schools reported that because there was no planning ahead for their language students, those students who had studied languages in elementary school were placed in Level 1 classes with students who had no prior contact with the language.

More adequate information about just what problems of articulation do exist is needed. And once we have a better fix on the scope of the problem we need research that effectively identifies and disseminates effective models for eliminating these problems so that our nation's students can build cummulative proficiency in a second language rather than just spinning their wheels going over what they already know or falling through the cracks between curricula.

4. STRATEGIES TO UTILIZE LINGUISTIC SKILLS OF AMERICANS: Many Americans are already proficient in a language other than English--but research on language learning has been slow to identify the scope of our nation's human resources in this area and to determine their potential for improving language education.

The value of building on existing language skills should not be underestimated. As Cambell and Lindholm point out, a 5 year old Korean-American student entering kingergarten from an ethnic neighborhood will have acquired proficiency in the native language of his or her parents and grandparents. If that child were to enter an English immersion program he would never acquire the syntactic and discursal rules that are normally not attained until late childhood. And there will not be the semantic networks that reflect experience and knowledge in the many domains in which a five year old has never participated. That child can easily build proficiency in English while retaining proficiency in his or her native tongue. In contrast, if a university student were to take foreign language courses for 5 hours a week, for 30 weeks of each year for 4 years of his undergraduate career, he would have received only 600 hours of instruction and would be fortunate if his proficiency were rated in the 2/2+ range. On the other hand, the hypothetical five year would would be rated, with the limitations suggested, within the 3+/4 level on the same scale.

"Two-way" developmental bilingual education programs allow both native English speakers and speakers of other languages to build proficiency in two languages. This enhances instructor effectiveness because it allows students to teach each other while the teacher guides and fine-tunes language learning. The Department has been slow to research these issues. Research that identifies effective methods of using our nation's language resources is badly needed.

Older Americans who are proficient in languages other than English also provide a useful resource for language education. Research that clarifies what language resources are available in our communities and that identifies effective models for mobilizing these language resources for effective language education is needed.

5.MATERIALS AND EDUCATIONAL TECHNOLOGY: Language teachers--particularly instructors of the less commonly taught languages--often find it difficult to identify and obtain materials for foreign language instruction. Textbook publishers, aiming at the largest possible market, tend to focus on the large markets for French, German and Spanish. Foreign language periodicals are often expensive, hard to obtain, and slow to arrive. Differing national broadcast standards, relatively small markets, inefficient international distribution and copyright laws make it expensive and difficult to obtain an adequate library of film and broadcast materials.

The lack of research focusing not only on the pedagogic usefulness of various types of textbooks, but also on effective ways to integrate foreign materials in instruction make it difficult to effectively select effective texts and to integrate foreign language materials. A little progress is being made on making materials available. For example, the National Endowment for the Humanities has granted funds to the Friends of International Education to collect, world-wide, materials for teaching Arabic, Chinese, Japanese, and Russian to elementary and secondary school children who are not native speakers. But research on how to most effectively integrate such materials in language instruction remains limited and noncummulative.

Research that will help guide instructors in developing their own materials is also needed. The CLEAR study of elementary and secondary foreign language instruction found that instructor provided materials were provided by the overwhelming majority of instructors. Rather than ignoring or downgrading this activity that helps improve the fit between the materials and the class, research that can guide instructors in developing materials, and to identify and share effective materials would be useful.

There is no technological quick fix in language learning. Technology is a tool, not a solution. Personal computers, VCRs, satellite dishes and other emerging technologies should be transforming language instruction and international studies. But too often they are not. In many colleges education technology means little more than a language laboratory that students are supposed to occasionally visit for drill-and-kill practice.

Drill is a vital part of learning a language--but so are contextualized higher order skills. Educational "power tools" offer the potential to put students directly into a foreign language context. For example, Hawaii's TELECLASS pilot program matches schools in the program with foreign schools learning the English language. Language is then taught through actual interaction between students in these countries using several different media, including slide and tape shows, video presentations, telephone conversations, television, electronic mail, etc. Such programs create a language classroom without walls, and can serve in providing new motivation and opportunities to practice language skills in real life situtions.

This task is not as easy as it may seem at first blush. The GAO study Power On! and other studies have found that such technology is often not made available to the classroom, and where it is available it is often not used effectively. Each school ends up reinventing the wheel. The CLEAR study of elementary and secondary school instruction found that computer-assisted foreign language instruction was implemented at only 16% of the elementary schools and 20% of the secondary schools.

This may be a blessing in disguise. Over the years I have evaluated many software programs for language learning. Not only are many of the programs badly conceived (many being little more than electronic flash cards), but many don't even spell the vocabulary words correctly. Research that identifies effective educational technologies is needed to upgrade the state of the art.

There is a serious need for research that identifies effective ways for educational technologies to complement language instruction. Such research is important in increasing the incentives to produce quality programs and helps to get them into the classroom by drawing attention to their impact.

6. EFFECTIVE ACADEMIC ALLIANCES: Businesses, local governments, and community-based organizations are among the entities that can strengthen language education programs through helping provide information, materials, and personnel. Given the need for sustained support of language development, internships, work-study programs and other collaborative relations can help motivate students and upgrade the quality of language instruction. While links to the broader community are of overarching interest in educational research, specific information about using such alliances to mobilize language resources in the community, their links to other language education issues, and their role in improving language education is needed.

7. INTERNATIONAL EXCHANGE ISSUES: Besides issues relating to the acquisition of foreign language through domestic education programs, several topics relating to study abroad are in serious need of study.

One is closely tied to the above topics. We need to understand far better how study abroad influences language acquisition. We know that immersing a student in a foreign language environment dramatically improves proficiency. We do not understand what point(s) in the

acquisition process study aborad is most productive, how duration of study abroad affects acquisition of proficiency, or how well various types of non-immersion programs assist in building proficiency.

Another set of issues regarding study abroad which cry out for attention concern the pattern of students who choose to study abroad and where they choose to study. Less than one percent of our undergraduates study abroad. Virtually all go to a few traditional overseas locations to study humanities and social science subjects. Very few come from minority backgrounds. To meet emerging national skills needs, we need to get more students from all social and economic backgrounds studying a broader range of subjects in more locations around the globe. Research into barriers inhibiting reaching these goals is extremely important.

In sum, although international exchanges are a vital element in building language proficiency and are an increasingly important element in opening employment opportunities, O.E.R.I. has not effectively focused research on the role of international exchanges in education. Research on the effectiveness and longitudinal consequences of exchange programs is badly needed.

8. DEVELOPMENT OF LANGUAGE INFRASTRUCTURE: Proficieny in a second language requires continuing practice. Studies of second language learning suggest that it may take eight or more years for limited-English proficient students to reach grade level norms for native speakers in language achievement as measured by standardized tests. As in sports or music, language skills can be developed and honed only through constant practice. Foreign publications, broadcasts, and human contact are often scarce on campus and unavailable off-campus. It is highly inefficient to bring students to a reasonable level of language proficiency while paying virtually no attention to the resources available to these students once they leave the classroom.

"Language: use it or lose it" summarizes the problems facing a individual who has developed proficiency in a foreign language but is leaving the classroom. "Language infrastructure" refers to the system of support and language resources available to individuals working to sustain their proficiency in a second language outside the classroom. Broadcasts of foreign language programing, foreign language materials in libraries, formal and informal groups of individuals who meet periodically to practice foreign language skills are among the elements of language infrastructure.

Again, we have little systematic information about the availability of such resources. We have even less knowledge regarding the effectiveness of various configurations in sustaining and enhancing foreign language proficiency. A center on language education and research could play an important role in improving our knowledge in this area.

9. WORKPLACE LANGUAGE SKILLS: The American workforce is aging. This demographic trend, linked to speeding technological change and growing competition make continued learning important. Business is already active in educating its employees. American firms may soon spend more than $60 million a year on classes for employees, approaching the total expenditures of the nation's 4 year colleges. According to the Carnegie Foundation, more than 10 million employees are now being trained or retrained, compared to 12 million undergraduates.

While education in the workplace is a critical component of our nation's educational system, we have virtually no systematic information on the nature of language training in the workplace, on trends, and on the links between this training and the language education programs in our schools. We know very little about the structure of demand for language skills, and vital information regarding trends in demand for foreign language proficiency and shifts in foreign language proficiency is virtually non-existent. Information on this continuing education and its links to language education in our schools is badly needed.

10. DEVELOPMENT OF EFFECTIVE INDICATORS OF GLOBAL COMPETENCES:

Currently we know little about what language skills students bring to the classroom, what language-learning strategies they use to learn a language, and what happens to language skills the student completes the final exam. We know even less about the longitudinal trends in these and other variables. While we have clear evidence that the structure of demand for language skills in employment and scholarship is shifting in vital ways, we have virtually no systematic information about the nature and scope of these changes and their implications for language instruction and labor markets. This is fundamental information for language education. Without it, we don't know "what works", let alone "what works best". Without such information, it is impossible to figure out how we are doing relative to other nations, or even relative to our own past record. Without it we can do little but keep trying to muddle through in providing language education. Work on development of this information base and on indicator systems that would allow these patterns to be effectively tracked is essential to provide guidance for policy.

In sum, the need for empirical, cummulative research on language learning and related issues of staffing, curricula, and so on for strengthing classroom performance is vital. And, more broadly, information is needed on the performance of our national language system to guide accountability and policy reform.

III. O.E.R.I. AND LANGUAGE EDUCATION:

Changes in the structure of demand for language skills is forcing changes in the way we teach foreign languages. It is vital that our nation's research agenda address this. Local, state, and national intitiatives show the high priority that Americans give to this issue. A center which focuses on language education and research does not duplicate current activities and would play an important role in providing cummulative policy-relevant research which can be used to inform policy decisions and upgrade language instruction.

It is important that the center not create an artificial distinction between the limited-English students who are learning English in our schools, and the majority language students who are working to learn additional languages. There are important common issues of pedagogy and language policy which link instruction of language majority and language minority students. As in the case of developmental bilingual education, there are also important opportunities for positive interactive effects between these students that strengthen proficiency in both English and a second language for all students. Policies which ignore these linkages and payoffs are short-sighted and self-defeating.

Despite these needs, the Department of Education's Office of Educational Research and Improvement seems intent on reducing, rather than augmenting research to improve language education. Despite opposition from Congress, the Center for Language Education and Research (CLEAR) was terminated after its fourth year of funding, leaving the Department of Education with no research center focusing primarily on language education issues.

The funding taken from CLEAR was folded into a new center for research on education of the disadvantaged. This raises several concerns. First, language acquisition should not be treated as a disadvantage--either pedagogically or institutionally. Lumping issues of language learning with issues of disadvantage sends out exactly the wrong signal to students, parents, and teachers throughout America. It sends out the message that a second language is a disadvantage. It is vital to our nation's strength that the message be conveyed that it is not un-American to speak two languages--and it is certainly not a disadvantage.

Burying language education issues in an overarching theme, such as cultural diversity, raises additional concerns. When everyone is responsible for something in principle, in practice you usually find that no one is exercising that responsibility and that no one can be held responsible.

Language education and related skills have no institutional focus under either the Department's current activities or under its proposals. While the R.F.P. published in the Federal Register on September 12 includes "cultural diversity" , defined as "finding ways to make use of opportunities presented by the increasingly wide range of lingusitic and cultural backgrounds found in American classrooms and finding ways to surmont the educational challenges posed by this diversity" it is at best unclear how this will translate into action to improve language instruction to meet the challenges facing our nation.

CONCLUSION:

In sum, one of the startling things about the research agenda of O.E.R.I. today--and as envisioned in the Department's September 12 R.F.P.--is how inward looking this research agenda is. We can no longer afford to imagine that what Americans should learn about ends at the water's edge. This turning inward is particularly disturbing because many of the domestic issues facing our nation--from racial/ethnic/ cultural diversity to economic development to international peace-keeping--are closely tied to international skills and language competencies.

America's language classrooms increasingly serve as bridges to other disciplines and sectors. Technological change, and growth in international trade, and changing organizations mean that increasingly even if an employee never leaves her desk at Battle Creek, she will benefit from command of foreign language. More and more corporate executives, farmers, police, secretaries, forest rangers and other Americans in all fields are finding that foreign languages help them do their jobs. Our nation's rapidly growing involvement in the world economy means that never before have Americans who speak English only been at such a competitive disadvantage.

While the O.E.R.I. research agenda is turning inward, technology, demographics, trade, and economic restructuring are making language skills more important than ever before at all levels of education. It is essential that our schools empower America's children to turn emerging challenges into opportunities, that they learn the skills needed to make America an emerging power equipped to compete with and to help lead our world rather than lag behind as a "has-been" competitor.

It is vital that the Department provide leadership in this area by establishing a clear institutional focus for research which works effectively on issues of language acquisition and use. The Department should carefully reconsider its proposal and establish an educational agenda that equips Americans to wheel and deal with the world rather than turning inward. An adequately funded center for research on language education and research is needed to face these emerging challenges. This is vital to sustain educational reform efforts, to implement the priorities expressed by governors, Congress, and the American people, and is a key part of America's efforts to strengthen its ability to compete and win in our increasingly complex and fast moving world system. I urge that the Department of Education and Congress give high priority to establishing and ensuring the effectiveness of a center for language education and research.

Thank you.

NSBA

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November 30, 1989

The Honorable Major Owens
Chairman, Subcommittee on Select Education
U. S. House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

RE: Statement For the Record on OERI's Centers Competition

On behalf of the nation's 97,000 local school board members, the National School Boards Association (NSBA) is pleased to submit comments outlining areas of concern on the U.S. Department of Education's National Research and Development Centers competition. We would appreciate your including these as part of the oversight hearing record of the Office of Educational Research and Improvement (OERI).

We commend the Department's effort at developing a new set of mission statements for these centers as proposed in the September 12, 1989, Federal Register (54 FR 37776). On balance, they reflect the priorities outlined in comments submitted to the Department in June by NSBA on this subject and, in general, the current and emerging research themes in public education.

We are concerned, however, that certain priority missions are either too narrowly focused or have been omitted from consideration altogether. These are discussed below:

Areas of Concern

The proposal includes two new missions to study (1) education in the inner cities, and (2) families, communities, and young children's learning. While we support these missions, neither include a research component addressing health and safety awareness. NSBA believes the design, implementation, and evaluation of effective drug/alcohol prevention and AIDS education programs is fast becoming a standard in the regular classroom curricula. We, therefore, support expanding the study of health and safety education practices in the schools as an appropriate priority of the education in the inner cities, and families, communities, and young children's learning missions.

Continued . . .

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NSBA is also concerned that two other important missions -- (1) research on effective elementary, middle, and secondary education, and (2) cultural diversity -- have been left off the proposed list. Instead, they are identified as among "pervasive themes" that presumably cross-cut all other center missions. This position, we believe, diminishes their significance as core research issues in American public education. **We support the reinstatement of research on effective elementary, middle, and secondary education, and cultural diversity as primary missions of individual centers.**

As evidence, according to testimony presented before your Subcommittee in October by the Council on Educational Development and Research, the two current centers researching effective elementary, middle, and secondary schools (slated for elimination under this proposal) offer (1) practical "nuts and bolts" techniques for creating learning environments where children achieve; (2) important school organization and management decision-making tools; and (3) insight into the trends in middle school education at a time when the unique problems of young adolescents are being addressed in policy forums nationwide.

Moreover, given the great demographic changes of the last half-century and anticipated trends into the next, schools need more assistance than ever in providing effective education in an increasingly diverse cultural society. A center solely devoted to the study of this diversity is needed to help bridge the enormous information gap that currently persists.

Consideration should also be given, we believe, to broadening the mission of the proposed education policies and student learning center to include a greater emphasis on school finance. Priorities for study should include (1) financing of rural and urban education and the distribution of limited federal, state, and local resources, and (2) school financing implications of teacher and other employee compensation packages, parental choice, and school site management.

Finally, additional consideration should be given to the priority of advancing the transfer of technology in education. While the technology mission is encompassed within the Center for Technology Education, we believe it should be expanded to (1) study the transfer of technology from the public and private sector to public schools in the areas of effective teaching and administrative management (in addition to the current curriculum development priority), and (2) pursue more actively the benefits of long distance learning technologies for rural and urban districts that cannot attract teachers or adequately finance resources needed for high cost curricula such as the sciences.

NSBA appreciates consideration of our suggestions as part of your investigation of this program and OERI. Should you require additional information, please do not hesitate to contact Michael A. Resnick, Associate Executive Director at 838-6720 or Edward Healy, Director, Federal Programs at 838-6704.

Very truly yours,

James R. Oglesby
President

Thomas A. Shannon
Executive Director